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UNITED STATES -DEPARTMENT OF THE INTERIOR BUDGET JUSTIFICATIONS, F.Y. 1995



BUREAU OF LAND MANAGEMENT

NOTICE: These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of the Interior.

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KRIS RUST 1956 - 1994

Kris came to Washington from the Wyoming State Office to assist in the development of the 1995 budget documents. She touched all of us with her ability, her humor, and her courage.

We appreciate the contribution she made to this work and to our lives.

Bureau of Land Management Headquarters and Field Organization

❖Organization❖

The programs and functions of the *Bureau of Land Management (BLM)* are carried out through the following major organizational components:

Headquarters Office

Consists of the *Director, Deputy Directors, Assistant Directors*, and the staff offices and divisions reporting to them (see organization chart) and provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Land and under other statutory authorities. The Headquarters office maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provides central administrative direction and procedures for Bureauwide activities.

State Offices

Each headed by a *State Director*, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and public service programs within the States under their jurisdictions, for National program policy development and support for delegated program areas under their jurisdictions, for providing delegated technical and administrative support functions within their jurisdictions, and for supervising the activities conducted by District Offices. There are a total of 12 State Offices.

District Offices

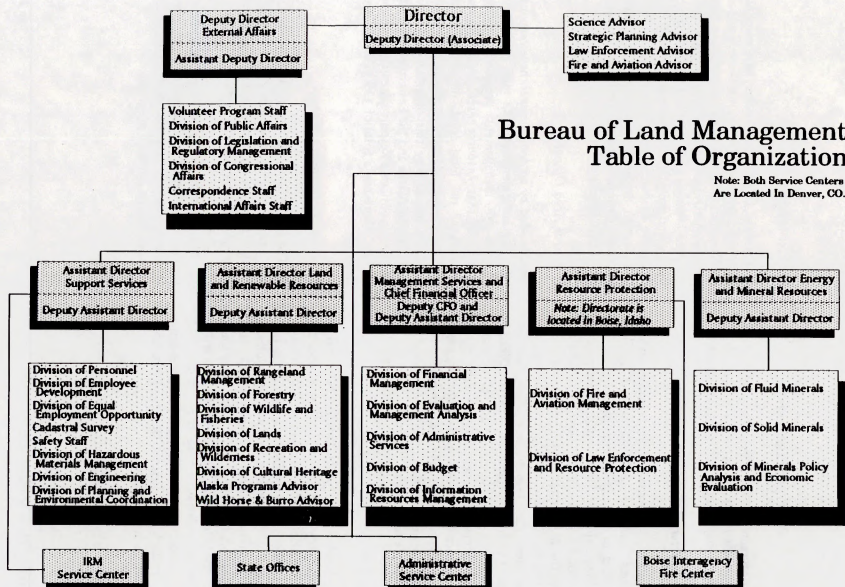
Each headed by a *District Manager*, have responsibility for directing BLM multiple-use program implementation and operations, land use planning, administrative support, and for supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas, except for the Alaska and Eastern States Offices where the District Managers perform this role. There are a total of 59 District Offices.

Resource Area Offices

Each headed by an *Area Manager*, have responsibility for implementing BLM's total Public Land multiple-use management programs on-the-ground in that Resource Area, including user contacts at the local level. All planning and resource management actions affecting the Public Land are handled by this organizational level, except in the Alaska and the Eastern States Office which do not have a Resource Area organizational level. There are a total of 139 Resource Area Offices.

Bureauwide Support Offices

- ❶ The *Service Center (SC)*, located at Denver, CO, and headed by the *Service Center Director*, provides Bureauwide technical, scientific, data management and administrative services;
- ❷ The *National Interagency Fire Center (NIFC)*, located at Boise, ID, provides fire training and logistical support, and aviation management services for the Bureau's programs.



Bureau of Land Management General Statement

The *Bureau of Land Management (BLM)* was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of §402 and §403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in §301 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731).

♦The BLM Mission♦

The BLM is responsible for managing, protecting, and improving the 270 million acres of the Public Lands in a manner to serve the needs of the American people. Management is based on the principles of *multiple-use* and sustained yield of our Nation's resources within a framework of environmental responsibility and scientific technology. BLM also emphasizes conservation, protection, and appropriate development and use of these resources, to achieve the optimum combination of diverse uses which considers long-term needs of future generations for an ecologically sound environment and a strong economy.

BLM is responsible for carrying out the full range of programs for the conservation, management, development, and protection of both surface and mineral resources on approximately 270 million acres of the Public Land located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. BLM also administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other Federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

In concert with BLM's goals for multiple-use and sustained yield management, other BLM goals include the following: improving resource conditions and preventing environmental degradation; developing partnerships to share financial responsibility and provide additional expertise for the sound management of natural resources; strengthening research, scientific and technical development efforts; employing a diverse workforce and supporting its professional development; and fostering a service ethic that is responsive to the public and meets the needs for public participation and information sharing about management of the Public Land.

♦Future Direction for the Nation's Public Land♦

Because of such factors as the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic picture of the western States, the national Public Land managed by BLM is rapidly being discovered by more people, becoming increasingly visible on a national level, and is being subjected to more intensive use pressures and conflicts. Due to these factors, the demands on and expectations for public land management are changing.

BLM is responsible for assessing the sustained viability of the resource values and ecosystems and for managing the use of the Public Land in a manner that is both ecologically sustainable and in the long-term interests of the American taxpayer. BLM is responsible for accomplishing this mission in a dynamic atmosphere of renewal and innovation. Our customer's expectations are changing and our understandings of how ecosystems function are changing. To play an effective role in the future, BLM must adapt to these new circumstances.

To adapt to these changing expectations and to effectively manage the process of change, the BLM will be emphasizing improvements to existing management policies, procedures and practices in five crucial areas:

- ① revise our existing resource inventory, planning and monitoring procedures to improve our ability to manage the Public Land in an ecologically sustainable manner;
- ② expand our traditional relationship with Western communities to help them anticipate and adjust to changing social, economic, and environmental conditions;
- ③ re-engineer our permitting and authorization procedures to improve service to current and future Public Land users and to protect the interests of the American taxpayer;
- ④ re-engineer our business practices to free up additional resources for mission-related operations, to improve our ability to meet new legal mandates to adjust to new demands on the Public Land and to achieve an agency that works better and costs less; and,
- ⑤ expand the skills mix in our workforce to improve our ability to manage resources on an ecosystem basis and to work with more culturally diverse Public Land users.

A key element in implementing these improvements is the BLM's capability to manage these lands and resources adequately, both now and in the future. This means that BLM's programs must be funded at levels which will achieve balanced on-the-ground management, resource analyses, decision-making, and use supervision for the many resources on and under the Public Land.

BLM is continuing to move to an ecosystem management process which is centered around managing ecological systems rather than individual resource components while recognizing that humans and their social, economic and cultural needs are integral factors of natural systems.

The process of ecosystem management in BLM is governed by the principles of restoring, maintaining, and sustaining ecosystems; maintaining

landscape functions; increasing partnerships and cooperative management; improving scientific decision making; integrating data and data applications; utilizing interdisciplinary approaches; managing at various scales as appropriate; and reconnecting portions of the natural landscape that have been managed separately in the past.

To carry this forward, BLM managers will use a more integrated and coordinated approach for planning and implementing resource management actions. Rather than addressing each natural resource need independently, BLM plans and actions will focus on addressing the functioning of natural systems as influenced by all affected natural resource, social, and economic needs and their inter-relationships for a given piece of geography, at the appropriate scale (e.g., region, landscape, local ecosystem, watershed, etc.) for planning or action. Interested parties and the public will continue to be invited to participate from the initial planning stages through implementation.

◆ 1995 Budget Request ◆

Overview

The total 1995 Budget level for the BLM is estimated at \$1,208,542,000, an increase of \$43,247,000 from the 1994 level. The 1995 President's Budget includes \$1,119,978,000 requested for Current Budget Authority, an increase of \$47,090,000 from the 1994 Enacted to Date Appropriations Level. For Permanent Budget Authority, the 1995 Estimate is \$88,564,000, a decrease of \$3,843,000 from the 1994 Estimated amount.

The BLM Budget request will support a total of 11,796 Budgeted FTE in 1995, a decrease of 167 FTE from the 1994 Budgeted level. Of this total, the actual number of FTE used by the BLM in 1995 would be 10,786 FTE, a decrease of 133 from BLM's estimated 1994 FTE utilization. The difference is accounted for by Budgeted FTE in BLM's accounts which support other bureaus,

such as in the Fire Programs and allocations received from other agencies.

♦Major Initiatives♦

Presidential and Secretarial Initiatives

The Investment in Natural Resources Initiative

The American people have long had a long-term investment in the resources managed by the Department. To ensure that the Nation's investment in the natural resources is cultivated to guarantee environmental, recreational, cultural, and economic benefits for the American people, the 1995 Budget Request includes an increase of \$18,860,000 for the Pacific Northwest Forest Plan and \$16,961,000 for other priority investments in natural resource programs that manage rangeland, forests, and riparian areas; fish and wildlife resources, including threatened and endangered species; and, recreation, cultural, and wilderness resources. A significant portion of this increase will be devoted to supporting Rangeland Reform.

Rangeland Reform

The Department is working with Congress, western governors, the livestock industry, environmental groups, and other interested parties on this issue. The Secretary has been listening to the concerns raised by interested parties at a series of roundtables and town meetings conducted throughout the West in recent months. The Department will propose grazing regulations the end of February; they will become final in the fall. The 1995 Budget Request includes a \$14.5 million increase to support range reform efforts. The increase will be used for allotment evaluations and categorizations; development of standards and guidelines; ecosystem planning; and expanded allotment monitoring, among others. As a place holder, receipt assumptions in this budget request are based on an increased grazing fee to be phased in over three years until it reaches

\$4.28 per Animal Unit Month (AUM). For 1995, the fee will be \$2.76 per AUM.

Mining Reform

The Department is committed to working with the Congress to achieve comprehensive reform of the 1872 Mining Law. As a place holder, and for the purpose of estimating receipts, the 1995 budget assumes an 8 percent royalty on hard-rock minerals as proposed in H.R. 322 and permanent mine claim maintenance fees. The budget assumes a \$100 annual fee for established claims and a \$200 annual fee for new claims, plus a one-time \$25 location fee at the time of filing. An increase of \$12.4 million—funded from mine claim maintenance fees—will allow BLM to enhance on-the-ground activities such as inspection and enforcement of mining operations, including those using cyanide. The additional funding will also be used for implementing the assumed mining reform legislation.

The President's Forest Plan

The President convened the Forest Conference on April 2, 1993 in Portland, Oregon. The Conference focused on how public forest lands should be managed to recognize the need to protect and preserve old growth forests, fish, wildlife, and water as well as the needs of the workers, businesses, and communities dependent on timber sales. Nearly 90 percent of the region's old growth forests have already been logged. An estimated 8 to 9 million acres of old growth forest remain today; most remaining old growth forest is on Federal lands.

The President released his *Forest Plan for a Sustainable Economy and Sustainable Environment* on July 1, 1993. The Forest Plan is a comprehensive and innovative blueprint for forest management, economic development, and agency coordination in the Pacific Northwest and Northern California. The Plan is based on Option 9 of the Forest Ecosystem Management Assessment Team (FEMAT) report. The Plan focuses on key watersheds and a comprehensive system of old growth

reserves to protect old growth ecosystems. The Department of the Interior actively worked with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents to develop the Forest Plan.

The Department's 1995 budget supports the Plan with a commitment of \$71,391,000 of which \$41,160,000 is provided by the BLM. Funding for *Jobs in the Woods* ecosystem restoration projects will provide employment opportunities in riparian projects, road closures, and other improvements. Implementation of Option 9 of the Plan includes watershed assessments, planning, and monitoring, as well as ongoing research. Supporting the Plan is a proposal to harvest the identified allowable backlog of approved annual cuts on Indian Reservations.

Table I DOI Forest Plan Funding, FY 1995.

(\$ 000)	1994 Enacted	1995 Request	1995 Increase
<i>Jobs in the Woods</i>			
Bureau of Land Management	5,000	17,000	12,000
Fish and Wildlife Service	1,000	10,000	9,000
Bureau Of Indian Affairs	1,000	3,000	2,000
subtotal	7,000	30,000	23,000
<i>Forest Plan Implementation</i>			
Bureau Of Land Management	17,300	24,160	6,860
Fish and Wildlife Service	0	11,250	11,250
National Biological Survey	2,231	4,481	2,250
subtotal	19,531	39,891	20,360
BIA Timber Program	0	1,500	1,500
Total	26,531	71,391	44,860

As part of the *Forest Plan*, the BLM will be engaged in coordinated, inter-agency work with the Forest Service, National Biological Survey, and the Fish and Wildlife Service, reflecting the Secretary's emphasis on better science and endangered species protection.

Major Bureau Initiatives

The 1995 Budget Request maintains the funding increases provided in 1994 for high priority initiatives within the overall funding level.

The BLM's 1995 reductions in FTE (-\$4.8 million) and administrative costs (-\$5.0 million), required by Executive order, have been targeted at lower priority subactivities. The current programs and activities were reviewed and administrative improvements will be implemented in 1995 as a result of BLM's continuing reviews, internal evaluations, and the National Performance Review. BLM is committed to reducing redundant and unnecessary overhead and layers of review so that fiscal resources are used in an efficient manner and are devoted as much as possible to on-the-ground management and personnel.

The BLM will be an important player in *Meeting Public Recreational Needs* of the changing West. As use of public lands shifts from traditional uses to other new uses, BLM must be in a position to manage this growth, and assist in reducing use pressures on national parks and monuments. To support this effort, an increase of \$500,000 is requested in the MLR Recreation Resources subactivity. Also, a proposal will be developed to assure appropriation of half of recreation use fees back to the BLM.

Finally, a higher degree of emphasis and priority will be placed on *Investments in Personnel* to create and maintain a diverse workforce of well qualified personnel. If the Bureau is to successfully meet the challenges of the future, it must invest in its human as well as natural resources.

FTE Cost Reduction

As part of the Department of the Interior's share of the President's directive to reduce the Federal civilian workforce by 252,200 by the end of 1999, the President's Budget for BLM in 1995 includes a reduction of 167 FTE from the 1994 Enacted Level, excluding additional FTE associated with 1995 program increases. This FTE reduction from ongoing levels will result in a savings of \$4,876,000, which is shown as an uncontrollable decrease from the 1994 Enacted level.

Administrative Streamlining

The 1995 President's Budget includes reductions of \$5,000,000 associated with achieving the President's directive for administrative cost reduction and streamlining practices in BLM. These reductions are outlined in the following table.

Table II Administrative Cost Reductions (\$ 000)

Simplifying the budget structure and streamlining budget processes	-4,000
Acquisition of ADP equipment	-1,000
Total	-5,000

To achieve the administrative reductions noted in the table, we anticipate that:

- ① simplifying the budget structure will reduce the amount of time spent—about 18%—by budget analysts and other non-budget staff spent in monitoring and tracking numerous "small pots" of program-specific dollars;
- ② streamlining budget processes will change the focus to address larger-scale, integrated resource management issues in budget processes and,
- ③ a reduction in purchases of computers and related ADP equipment will be able to be made because the ALMRS project will continue to fund the purchase of needed ADP equipment thereby eliminating most needs for non-UNIX equipment

which, in the past, was paid for from program funds.

Consistent with recommendations outlined in the National Performance Review (NPR) and the Department, BLM will realized savings as a result of the consolidation of certain administrative functions such as personnel and equal employment opportunity activities at the Department level. This will result in an improved and less costly approach to commonly needed services throughout the Department. The 1995 Budget assumes that the Departmental Working Capital Fund will be paid for providing Human Resources Management services to BLM from funds within BLM (\$5,294,000). It also assumes that BLM will pay the Bureau of Reclamation's Administrative Service Center an estimated \$1,439,000 for personnel processing costs. These increased costs would be offset by reductions in BLM's direct program costs for maintaining our own internal BLM personnel function.

Other NPR Related Activities

BLM is aggressively supporting the NPR goals of "creating a government that works better and costs less." We are engaged in a number of Departmental initiatives to reduce FTE and unnecessary administrative overhead costs. For example, the Department of the Interior is proposing a reorganization of Human Resource Management support functions at the Department level. This will reduce individual bureau FTE and save money that can be devoted to achieving the Bureau's on-the-ground mission.

In 1994, BLM shifted both funding and staffing to the newly established National Biological Survey. The function of this new organization is to provide better science to the Interior bureaus. Providing sound, consistent, objective science to each of the bureau's should improve the soundness of management decisions across bureau boundaries.

BLM has proposed two other NPR identified initiatives: a budget re-structuring proposal, and

the development of performance measures. Performance measures will help BLM managers make more effective management decisions by evaluating annual progress against achieving BLM's mission and goals. The proposed new budget structure will help us be more cost-efficient by providing our field managers the ability to be more responsive to on-the-ground conditions and to assure that funds are being targeted towards the highest priority work.

BLM has been involved with re-engineering its processes and procedures for the last 2 years in an effort to meet the public demand for a more efficient government. In addition to the topics covered above, BLM is in the process of streamlining our internal organization to put more resources and staffing expertise into on-the-ground resource management. Part of this effort has involved shifting the responsibilities of program leaders away from administrative functions and budget tracking, towards more technical resource management issues. This change has improved staff morale and has required managers rather than program specialists to play a more active role in setting the annual funding priorities.

◆New BLM Budget Structure◆

The BLM is committed to managing change effectively in a constrained budget environment. To do this, a re-engineering of our business practices to free up additional resources for on-the-ground management is necessary. After several years of study, with input by both staff and field managers, our current budget structure was identified as one of the main areas for improvement. While in the past this structure has served the BLM well, it has evolved and been influenced by changes in legislation, individual program emphasis, and other technical requirements. It can be best described as primarily a "program" driven structure.

The BLM has identified four areas of concern with the existing budget structure:

- ① because of its complexity, it is too costly to administer;
- ② it is not responsive enough to allow meeting rapidly changing demands;
- ③ it has too many individual pots of money; and,
- ④ it focuses too much on individual programs at the expense of the larger, more significant, interrelated resource management issues.

These four areas do not facilitate management of change or an integrated and coordinated approach to resource management. In fact, they serve to obstruct it. On-the-ground managers are finding that it is becoming increasingly difficult to synchronize all the different pots of money to achieve effective on-the-ground management.

To achieve reductions in overhead and the benefits described below, the BLM is proposing a major change to the budget structure to simplify it and reduce the number of accounts and budget line items.

Benefits

Specific to On-The-Ground Managers

BLM's proposal will improve a manager's ability to:

- ① reduce the amount of time and effort devoted to budget tracking and monitoring and increase time available for on-the-ground activities;
- ② address rapidly changing program needs without unnecessary constraints from a budget structure;
- ③ support implementation of ecosystem management concepts;
- ④ move toward the objectives of performance-based accountability; and,
- ⑤ empower employees by removing funding distinctions that are sometimes perceived as artificial.

Additional Bureauwide Benefits

In addition, on a BLM-wide basis, the revised structure will:

- ① simplify budget presentation and improve efficiency of budget planning and execution processes along with a reduction of costs;
- ② provide better information to allow reviewers (e.g., DOI, OMB, Hill committees and interest groups) to review budget requests and understand how funds will be used;
- ③ encourage emphasizing outcomes rather than emphasizing funding inputs to programs;
- ④ facilitate and quicken the change in philosophy from a "stovepipe," single program driven approach, to an integrated landscape management approach;
- ⑤ help to assure that planned work is actually accomplished; and,
- ⑥ provide a high degree of accountability.

A detailed description of the proposal is located in the back of the book behind the tab titled "New BLM Budget Structure."

❖Program Changes❖

Management of Lands and Resources (MLR)

The MLR appropriation is the BLM's largest and primary operating account. It provides funding for the majority of the BLM's natural resources management and operational activities on the Public Land. The 1995 President's Budget Request for MLR is \$607,191,000, an increase of \$7,331,000 over the 1994 Enacted to Date Level. Included in this overall increase from 1994 is a net decrease of \$936,000 as a result of uncontrollable changes from the 1994 level in 1995; and program increases totalling \$8,267,000. The following major program changes are recommended in the 1995 President's Budget:

Energy and Minerals Management – The 1995 Budget Request for energy and minerals management is \$68,479,000, a decrease of \$2,397,000 from the 1994 Enacted Level. The **Oil and Gas** program is budgeted at \$51,987,000, a decrease of \$921,000 from the 1994 Enacted Level. The 1995 request level for the **Coal Management** program is \$7,884,000, a decrease of \$547,000

from 1994; and the **Other Mineral Resources Management** program is budgeted at \$8,608,000, which is \$929,000 less than the 1994 Enacted Level.

It is anticipated that the **Mining Law Administration** program will continue to be funded through the a permanent annual mining claim rental fee charged for each unpatented mining claim. The total Mining Law Administration program level, funded from rental fee collections, is estimated to be \$27,650,000 in 1995. This represents an increase of \$12,350,000 over the 1994 Enacted Level. The increased funding (from mining claim annual maintenance fees) will allow BLM to respond to expected legislation to reform the mining law. Additional funds would also be used to enhance on the ground compliance activities such as inspection and enforcement of mining operations, including those using cyanide.

Lands and Realty Management – The 1995 Budget Request is for \$44,124,000, an increase of \$1,193,000 over the 1994 Enacted Level. This budget request includes funding for the Alaska lands program and support to land selection entitlement of the State of Alaska and Native Corporations and individuals. The additional funds will provide more realty management activities in the lower 48 states including land exchanges, rights-of way grants and others. The BLM and Department plan to use land exchanges as a integral part of a Department-wide land and ecosystem management strategy.

Forest Management – The 1995 Budget Request for Forest Management (Outside of Western Oregon) is \$6,779,000, a decrease of \$228,000 from the 1994 Enacted Level due to changes in uncontrollable costs.

Wild Horse and Burro Management – The 1995 Budget proposes an increase of \$531,000 for a total of \$17,234,000. The increase would be used to implement the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. Additional monitoring and inventory will be completed to support the establishment of appropriate man-

agement levels (AMLs) and the preparation of herd management plans. Also, increased adoption and removal efforts will be implemented to support of the goal of achieving the AML.

Rangeland Management – The Rangeland Management subactivity is budgeted at \$55,096,000, a net increase of \$8,347,000 over the 1994 Enacted Level. Program increases will be directed toward the broad effort of *Rangeland Reform*. Additional monitoring studies will be conducted to allow resource objectives to be established and activity plans to be prepared. These studies will also allow grazing decisions to be timely issued. Additional rangeland improvement projects such as fencing, water developments, land treatments and noxious weed control efforts will all promote resource condition improvement.

Soil, Water, and Air Management – The 1995 Budget Request is \$21,840,000, a net increase of \$3,044,000 over the 1994 Enacted level. Included is a program increase of \$2,930,000 to enhance the BLM's ability to support the goals of the *Rangeland Reform*, *Riparian-Wetland Initiative* for the 1990s, and increase watershed improvement efforts for salmon recovery in the *Columbia* and *Snake River Basins*. Both efforts are multi-program initiatives using an ecosystem management approach to managing the resources, and both are part of the *Natural Resource Investment* initiative.

Wildlife Habitat and Fisheries – The 1995 Request for Wildlife Habitat and Fisheries Management is \$51,714,000, a net increase of \$4,183,000 over the 1994 Enacted Level. The proposed increase furthers the implementation of *Rangeland Reform*, BLM strategy plans, and *Fish and Wildlife 2000*, and supports the BLM's efforts in ecosystem management.

Program increases will support the BLM's *Riparian-Wetland Initiative* for the 1990s; which is part of a coordinated, multi-resource program package for accelerating implementation of the *Columbia* and *Snake River Basin Anadromous Fish Management Plan* addressing salmon recovery in the *Columbia*

and *Snake River Basins*; and *threatened and endangered species management*, including efforts to restore habitats of candidate species and avoid the need for additional future listings.

Other program increases are provided for the inter-agency resident fisheries habitat restoration initiative, and the *Watchable Wildlife* initiative, and for the *Lake Havasu Fishery Improvement Program*. The 1995 program includes funding increases for challenge cost share projects; more emphasis on the improvement of riparian-wetland areas; increasing the level of habitat improvement projects to meet objectives for neotropical birds, upland game, big game, and native fisheries.

Cultural Resources Management – The 1995 Budget Request is \$11,982,000, an increase of \$181,000 which will support a Department-wide effort to improve coordination on Native American initiatives and issues including the *Native American Graves Protection and Repatriation Act* of 1990.

Wilderness Management – The 1995 request for Wilderness Resource Management is \$13,443,000, which represents an increase of \$445,000 over the 1994 Enacted Level. The increase furthers implementation of actions necessary to maintain wilderness values while permitting compatible uses of other resources within Wilderness Study Areas. Increased funds will enable the BLM to increase surveillance of critical Wilderness Study Areas on a greater than once a month basis. The 1995 program includes funding increases to improve management in some of BLM's 67 designated Wilderness Areas. Emphasis will also be directed to resource protection projects.

Information and Resource Data Management – The Information and Resource Data Management activity is budgeted at \$85,339,000, a net decrease of \$5,067,000 from the 1994 Enacted Level. The decrease is proposed due to a change in business practices from paper-based graphical displays to electronic digital display technology and efforts related to beginning the installation

of Phase 1 of the ALMRS/Modernization project which improves the automated office environment for BLM.

Modernization of the public land and mineral records through the **Automated Land and Mineral Records System (ALMRS)** will continue to be the main thrust of this program. Requested 1995 funding for ALMRS is \$69,442,000, an increase of \$24,000 for uncontrollable costs. In accordance with the ALMRS implementation schedule, the total funding level is necessary to acquire hardware, software and other support equipment to complete the move of BLM's administrative and management support software to more efficient and less costly to maintain computers as well as to prepare the BLM for the bureauwide implementation of the ALMRS system itself. The 1995 Budget level will be used to complete the acquisition and installation of the information highway under the contract which was awarded in April, 1993; with the balance being applied to collection of GCDB data, to continue quality improvements of other ALMRS data, and development of ALMRS software.

Resource Protection and Law Enforcement – The 1995 Budget Request is \$10,221,000, an increase of \$85,000 from the 1994 Enacted Funding Level for changes in uncontrollable costs. The law enforcement program will concentrate on mission essential programs, such as environmental resource protection, assuring public health and safety, and drug control efforts that have direct impact on Public Land.

Facilities Maintenance – The 1995 Budget Request is \$32,930,000, a net increase of \$121,000 over the 1994 Enacted Funding Level. The program increase of \$500,000 will be used to further reduce the backlog of corrective maintenance needs in BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems on the Public Land, and continue priority scheduled (recurring) maintenance for new and existing facilities.

Hazardous Materials Management – The 1995 Request for Hazardous Materials Management is \$18,202,000, a decrease of \$1,752,000 from the 1994 Enacted Funding Level. The 1995 program decrease of \$1,012,000 is directly related to the establishment of the Central HAZMAT account and the transfer of cleanup efforts to that account.

General Administration – The 1994 Budget request is \$106,201,000, an increase of \$1,994,000 over the 1994 Enacted level. The increase consists of: 1) uncontrollable cost increases of \$2,054,000 for Bureauwide fixed costs such as space rental, reimbursement for unemployment compensation charges to the Department of Labor, etc.; and 2) program decreases of \$60,000.

Fixed Costs – The 1995 Budget Request for Fixed Costs is \$59,509,000, a \$2,893,000 increase from the 1994 Enacted Level. Included are Bureauwide fixed costs such as space rental, reimbursement for unemployment compensation charges to the Department of Labor, etc. These increases are detailed in the appropriate *Justification of Uncontrollable and Related Costs* tables.

Fire Programs

The 1995 Budget Request includes \$236,644,000 for the Department of the Interior fire programs in the four land managing bureaus in the Department, an increase of \$2,827,000 over the 1994 Enacted Level.

For the **Wildland Fire Management** account, the 1995 Request is \$115,468,000, a \$1,675,000 decrease from the 1994 Enacted Level. This account covers the full range of non-emergency fire program costs for the predictable fire protection operations (preparedness and fire use and management), which must take place regardless of any given fire season.

For the **Department of the Interior Wildland Fire Operations** account, the 1995 Request is \$121,176,000, a \$4,502,000 increase from the 1994 Enacted Level. This account funds the

firefighting program at the average annual level of the emergency firefighting expenditures for the 10-year period 1984-1993, adjusted for inflation.

DOI Central HAZMAT Account

The 1995 Budget Request for the new DOI *Central Hazmat Account* is \$14,050,000. Consolidating remediation funding for hazardous materials site cleanups in a single account will provide more effective oversight and priority setting on a Departmental level. Allocation or disbursement decisions and oversight of the *Central HAZMAT Account* will be made by the Deputy Assistant Secretaries Advisory Group. The Department's new hazardous waste site ranking system will be the basis for the Advisory Group's decisions. This process will ensure that the Department's remediation resources are directed to the highest priority sites first. Individual bureaus will maintain responsibility for identifying, contracting for, and managing remediation of their own specific hazardous waste sites. Management of the financial aspects of the account will be done by BLM.

Establishment of the *Central HAZMAT Account* is budget neutral in the sense that it is established in 1995 through offsetting reductions to bureau budgets.

Construction and Access

Construction - The 1995 Budget Request for construction is \$2,800,000 for construction of 11 projects outside of Western Oregon. The Construction program continues to support BLM's *Recreation 2000* strategy and to provide for the repair, and rehabilitation of the facilities on the Public Land. BLM construction projects are an integral part of the management of the Public Land in accomplishing goals, such as providing for the health and safety of users, prevention of resource damage, providing for the increased collection of recreation user fees, and maintenance of the infrastructure investment.

Access - The 1995 Budget Request for the Access and easement acquisition program is \$1,136,000, a decrease of \$231,000 from the 1994 Enacted level for uncontrollable costs.

Payments In-Lieu of Taxes (PILT)

The 1995 Budget Request for PILT is \$104,108,000, the same as the 1994 Enacted level. This level will provide nearly the full level of payments to counties and other eligible units of general local government as authorized under 31 U.S.C. 6901-6907.

Oregon and California (O&C) Grant Lands

The 1995 appropriation requested for BLM program operations in Western Oregon through the Oregon and California (O&C) Grant Lands account is \$106,021,000, an increase of \$18,969,000 over the 1994 Enacted Level. This increase will be used in support of the *President's Forest Plan*.

Within the 1995 Budget Request, the Other Forest Resources Management subactivity is funded at \$38,652,000, including a program increase of \$10,160,000. This increase is needed for implementation of the *President's Forest Plan* implementing proposed new resource management plans with special emphasis on completion of the Designated Conservation Area Plans for the northern spotted owl, additional water quality, watershed, and riparian enhancement/rehabilitation projects, and implementation of various recreation projects and ecosystem restoration projects under the "Jobs in the Woods" initiative.

Western Oregon Facilities Maintenance is budgeted at \$15,412,000, including a \$5,500,000 program increase for "Jobs in the Woods" initiative projects, especially improved transportation systems condition. The increase will provide for maintenance improvements to reduce sedimentation and run-off from roads, the repair of unsafe bridges, the replacement and installation of culverts, and other improvements to road condi-

tions, and closure and restoration of some roads which are no longer needed.

The western Oregon Construction activity increase of \$3,200,000 is part of the "Jobs in the Woods" initiative, which supports the President's Forest Planning Strategy. Individual construction projects have been specifically identified and are geared towards preservation, protection, and enhancement of the social and economic aspects of the local ecosystems.

Resource Management Planning - BLM in western Oregon will be implementing new resource management plans in 1995 that emphasize ecosystems management. These plans are an effort to sustain the integrity, diversity, and productivity of ecological systems while providing resource products, uses, values, and services for present needs and for future generations.

Emphasis shifts from plan preparation to monitoring and plan maintenance. This subactivity has a 1995 budget level of \$1,308,000.

The 1995 Budget Requests for Western Oregon Forest Management and Forest Development programs total \$43,906,000, a decrease of \$98,000 from the 1994 Enacted levels, due to uncontrollable cost changes and decreases from administrative streamlining and a share of savings from the general FTE reductions.

Land Acquisition

The 1995 Budget Request for Land Acquisition is \$21,173,000, a \$9,051,000 increase above the 1994 Enacted level. This reflects both a budget emphasis—by an increase of \$5,000,000—and policy emphasis to use more land exchanges, along with fee purchase, through the Land and Water Conservation Fund as the joint means for adjusting land ownership patterns and improving the manageability of Federal jurisdictions. There is also specific emphasis on acquisitions in support of ecosystem management and implementation of the BLM strategy plans, *Fish and Wildlife 2000*, *The Wetland-Riparian Initiative for the 1990s*,

and *Recreation 2000*. The funding will be used to acquire 12 high priority projects in 6 states that meet these objectives. It also provides for some emergency and hardship acquisitions.

Service Charges, Deposits, and Forfeitures (Indefinite)

The 1995 Budget Request for these functions is \$8,900,000, an increase of \$968,000 for uncontrollable costs. This account, established pursuant to the *Federal Land Policy and Management Act (FLPMA)* of 1976, provides management flexibility to BLM in responding to externally initiated applications and ensures the immediate availability of funds for public demand work, such as rights-of-way (ROW) processing, by authorizing deposits of money from the applicant, and making these funds available for use by BLM. In addition to ROW processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning with deposits received from timber contractors, and the costs of production, research time, and administrative services involved in providing copies of official public land records and documents requested by the public.

Range Improvements (Current, Mandatory, Indefinite)

The 1995 Budget Request for Range Improvements is \$10,350,000, an increase of \$325,000 over the 1994 Enacted Level. The program emphasis will continue to be on the implementation of the highest priority projects and those that realize cross-program benefits.

Miscellaneous Trust Funds

For ease of presentation, this account has been re-structured. The 1995 Budget Estimate for current trust funds is \$9,106,000, an increase of \$100,000 over the 1994 Estimate at the Enacted level. This account is derived from moneys con-

Miscellaneous Trust Funds

For ease of presentation, this account has been re-structured. The 1995 Budget Estimate for current trust funds is \$9,106,000, an increase of \$100,000 over the 1994 Estimate at the Enacted level. This account is derived from moneys contributed by private entities or non-Federal organizations for: (1) resource development, protection, and management; (2) conveyance and acquisition of public lands and Indian lands omitted in original surveys; and, (3) for cadastral surveys requested by individuals and surveys of omitted lands. Of the total, \$7,605,000 reflects current authority requiring congressional action in 1995, and \$1,601,000 is available automatically by permanent law.

Miscellaneous Permanent Appropriations

For ease of presentation, this account has been re-structured. The 1995 Budget Estimate for Miscellaneous Permanent Payments is \$82,213,000, a decrease of \$1,343,000. The

majority of these appropriations provide for sharing of receipts collected from the sale, lease, or use of the Public Land and resources with States and Counties. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases how the States and counties must use these funds. Several of the appropriations in this account provide permanent operating funds for BLM. For 1995, these are estimates to total \$4,750,000 for operating and maintenance of BLM quarters, Forest Ecosystem Health and Recovery activities, and expressed road maintenance.

Permanent appropriations are available automatically by operation of permanent laws and do not require annual appropriation action by Congress.

The comparison of appropriation amounts available between 1994 enacted to Date and 1995 Request is shown in the following table:

Comparison of the 1995 Estimate with the 1994 Enacted Appropriation
(Dollars are in thousands)

Appropriation		1994 Enacted To Date	1995 Estimate	Inc.(+) or Dec.(-)
Management of Lands and Resources	\$	599,860	607,191	7,331
	FTE	7,951	7,764	(187)
Wildland Fire Management	\$	117,143	115,468	(1,675)
	FTE	2,028	1,964	(64)
DOI Wildland Fire Operations	\$	116,674	121,176	4,502
	FTE	0	0	0
Central HAZMAT	\$	0	14,050	14,050
	FTE	0	0	0
Construction and Access	\$	10,467	3,936	(6,531)
	FTE	42	31	(11)
Payments in Lieu of Taxes	\$	104,108	104,108	0
	FTE	3	3	0
Land Acquisition	\$	12,122	21,173	9,051
	FTE	35	78	43
Oregon and California Grant Lands	\$	87,052	106,021	18,969
	FTE	1,257	1,307	50
Range Improvements	\$	10,025	10,350	325
	FTE	105	105	0
Service Charges, Deposits, and Forfeitures (Indefinite)	\$	7,932	8,900	968
	FTE	101	101	0
Current Trust Funds	\$	7505	7605	100
	FTE	55	55	0
Total, Current Appropriations Requested	\$	1,072,888	1,119,978	47,090
	FTE	11,577	11,408	(169)
Permanent Operating Funds	\$	7,250	4,750	(2,500)
	FTE	51	51	0
Miscellaneous Permanent Payment Appropriations	\$	83,556	82,213	(1,343)
	FTE	0	0	0
Miscellaneous Trust Funds	\$	1,601	1,601	0
	FTE	22	22	0
Total, Permanents and Trusts	\$	92,407	88,564	(3,843)
	FTE	73	73	0
Reimbursements and Other Accounts	\$			0
	FTE	313	315	2
Budget Authority, (Net), Total BLM	\$	1,165,295	1,208,542	43,247
	FTE	11,963	11,796	(167)

Collections

Table I Collections in 1991, 1992, 1993, 1994 and 1995 (\$ 000s).

Collection Source	1991 Actual	1992 Actual	1993 Actual	1994 Estimated	1995 Estimated
Sale of Public Land and Materials	18,513	9,732	11,384	9,000	8,500
Miscellaneous Filing Fees	1,306	1,014	1,337	1,310	1,310
Mineral Leasing	1,188	838	1,014	900	900
Grazing Fees & LU Project Land Receipts	9,000	19,249	19,349	20,701	28,801
Timber Sales	168,148	204,608	149,884	62,760	115,700
Recreation Use Fees	1,537	1,671	2,276	3,500	4,000
Other Receipts, Service Charges, & Fees	25,518	28,513	104,277	57,396	50,846
<i>Total</i>	<i>236,161</i>	<i>265,925</i>	<i>288,988</i>	<i>155,567</i>	<i>210,057</i>

In 1995, the Bureau of Land Management (BLM) will collect an estimated total of \$210,057,000 from various sources such as sales of land and materials, grazing fees, timber sales, recreation use fees, and other miscellaneous sources. The 1995 Estimate is an increase of \$54,490,000 over the 1994 estimated receipts. This increase results from an estimated doubling of timber sale receipts due to the anticipated completion of Resource Management Plans based on the President's Forest Plan in the Pacific Northwest. There are also anticipated increases in both grazing fees and recreation use fees. These all derive from the Administration's objective of getting a more equitable return from the use of Public resources.

In addition to the receipts enumerated here, BLM activities contribute directly toward the generation of about \$1.1 billion in mineral leasing receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These mineral leasing receipts are reflected in the Minerals Management Service budget.)

♦Collections By Source♦

Table I shows total BLM collections in 1991, 1992, and 1993, and the estimated collections for 1994 and 1995, by source:

Descriptions

- *Sales of Public Land and Materials* - This category includes receipts from the sale of Public Land, including land sales in Clark County, Nevada, under the Burton-Santini Act, and sales of vegetative and mineral materials, with the following exceptions:
 - Sale of timber from the Public Domain land;
 - Sale of land, materials and timber from Oregon and California (O&C) Grant Lands and from Coos Bay Wagon Road (CBWR) Lands;
 - Sale of land and materials from Land Utilization (LU) project lands;

- Sale of land and materials from Reclamation Lands (reserved or withdrawn); and

- Sale of townsites and reclamation projects.

- *Miscellaneous Filing Fees* - An estimated \$1,310,000 in miscellaneous filing fees will be collected in 1995. These fees result primarily from filing fees for applications to noncompetitively lease oil and gas "over-the-counter" after tracts were offered in competitive sales and were not leased. This method of leasing was authorized by the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (Sec. 5101, P.L. 100-203). A small amount of receipts is collected from other miscellaneous filing fees, such as fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits.

- *Mineral Leasing* - This category includes rental collections from oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act (MLA) and the Mineral Leasing Act for Acquired Lands. The Minerals Management Service (MMS) assumed responsibility for collection and distribution of most mineral leasing receipts in 1985. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

- *Grazing Fees and Receipts from Land Utilization (LU) Project Lands* - This category includes all grazing fees collected from all BLM administered Public Land and all other receipts, such as from the sale of land and materials and mineral leasing from Land Utilization (LU) Project lands administered by the BLM.

From 1978 through 1985, Public Land grazing fees were based on a formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order (EO) 12548 directing the continued use of the PRIA

formula to set grazing fees for the Public Lands. The PRIA formula contains factors including forage value index, private lands lease rates, beef cattle and sheep prices paid to ranchers, and the cost of production for cattle and sheep.

Based on the PRIA formula, the fee has been \$1.86 per AUM for the 1989 grazing year, \$1.81 per AUM for 1990, \$1.97 per AUM for 1991, \$1.92 per AUM for 1992 and \$1.86 for the 1993 grazing year. For the 1994 grazing year, which will begin on March 1, 1994, the fee is \$1.98 per AUM.

The Department is working with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups to develop an innovative rangeland reform plan.

As part of the rangeland reform effort, the Secretary of the Interior will use his administrative authority to raise the grazing fee charged to ranchers, thus assuring a more equitable price received for Federal resources. Consultations regarding all aspects of the Rangeland Reform initiative are still underway. For purposes of estimating receipts, the budget assumes increased grazing fees to be phased in over 3 years to a placeholder estimate of \$4.28 per Animal Unit Month (AUM), pending final decision by the Secretary after completion of consultations. For 1995, receipt assumptions are based on a fee of \$2.76 per AUM, starting October 1, 1994.

Grazing and other receipts in this category are collected from the following sources:

- *Collections from Grazing, etc., Public Land Outside of Grazing Districts, BLM.* Includes receipts collected from grazing on Public Land outside of grazing districts organized under the authority of the Taylor Grazing Act of 1934, such as:

- Receipts from Public Land leased for grazing under the authority of Section 15 of the Taylor Grazing Act, and from grazing on LU Project Lands transferred to the Department of the

Interior by Executive Orders 10046, 10234, and 10322 to be administered by BLM under the authority of Section 15 of the Taylor Grazing Act;

• Receipts collected by other agencies under cooperative agreements; and

• Crossing fees and trespass collections for grazing on Section 15 Lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road Lands in western Oregon, from LU Project Lands transferred by Executive Orders 10787 and 10890, and grazing receipts covered by other laws.

Fees from this source constitute 10 to 15 percent of total receipts in this category.

• *Collections from Grazing, etc., Public Land Within Grazing Districts, BLM.* Includes grazing receipts from Public Land within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934, receipts from grazing on LU Project Lands transferred to BLM administration under Executive Orders 10046, 10234, and 10322, and from crossing fees and trespass collections from grazing on Section 3 Lands. Fees from this source constitute 75 to 80 percent of total receipts in this category.

• *Collections from Land Utilization (LU) Project Lands, BLM.* Includes all receipts from grazing and the sale of land and mineral leasing from LU project lands which were acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by Executive Orders 10787 and 10890 for administration by BLM. Total fees from this source constitute 5 to 10 percent of total receipts in this category.

Fifty percent of all grazing receipts collected under the Taylor Grazing Act and 50 percent of all receipts from LU Project Lands transferred to BLM by Executive Orders 10787 and 10890 are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act, FLPMA, and

the Public Rangelands Improvement Act, when appropriated by Congress, these funds are available for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected during the previous fiscal year.

• *Timber Sales* – Included are collections from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands (CBWR) in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, and local timber market conditions.

• *Timber Collections* – The 1993 timber sale receipts were down from 1992, primarily due to the lack of new timber on the market, and a reduction in the volume of timber previously sold but uncut. For most of 1992 and 1993, U.S. District Court and Ninth Circuit Court injunctions related to issues of protecting the spotted owl have prevented the sale of timber on BLM-managed forest lands in western Oregon. It is unlikely the injunctions will be lifted until the implementation of the new resource management plans for western Oregon in 1995.

The estimated 1994 collections will be down from the 1993 level. In addition to less new timber on the market, the volume of previously sold, but uncut, timber will be exhausted. Even if market conditions improve, the volume available for harvest will be at an all-time low due to the effects of the court injunctions.

We are expecting to implement new resource management plans in 1995 which would allow BLM to offer timber for sale in western Oregon.

Table II Timber Collections 1989 - 1994 (\$ 000s).

Source	1990 Actual	1991 Actual	1992 Actual	1993 Actual	1994 Estimated	1995 Estimated
Oregon and California Grant Lands	206,458	139,548	181,304	123,573	48,240	98,400
Coos Road Wagon Road Lands	8,801	4,270	6,685	3,009	0	0
Public Domain (incl. western Oregon)	19,154	24,330	16,619	17,675	10,520	14,800
Forest Ecosystem (sale of salvage timber)	---	---	---	5,627	4,000	2,500
<i>Total</i>	<i>234,413</i>	<i>168,148</i>	<i>204,608</i>	<i>149,884</i>	<i>82,358</i>	<i>115,700</i>

However, receipts for 1995 are derived from a technical estimate of a harvest level of 164 MMBF in 1995.

- **Timber Salvage Receipts** – Beginning in 1993, the Forest Ecosystem Health and Recovery Fund was established and funded from the revenue generated from the Federal share of receipts from the sale of salvage timber on the Oregon and California Grant Lands, Public Domain Lands, and Coos Bay Wagon Road Lands. The estimated collections for 1995 are \$2,500,000. Since this revenue is dedicated to the Fund, it is now being identified separately in these tables.

- **Recreation Use Fees** – Recreation use fees are collected primarily from competitive events, such as off-road vehicle (ORV) events; river rafting outfitters; commercial recreation users; and from campers at developed facilities. The increase in receipts beginning in 1986 was the result of higher fees charged to permittees and from increased recreation use.

As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100–203), receipts from recreation fees are deposited into a special BLM account and are available for appropriation to BLM in the year following the year of collection to assist in covering management and maintenance costs.

The funds are appropriated to BLM as part of the "Management of Lands and Resources" account.

- **Other Receipts, Service Charges, and Fees** – The major categories of other receipts collected by the BLM that are not otherwise classified are:

- Rent of land for authorized commercial, industrial and residential purposes;

- Annual rentals from rights-of-way permits (except those issued under the authority of the Mineral Leasing Act);

- Service Charges, Deposits, and Forfeitures include revenues from special program services such as road maintenance fees, rights-of-way application processing fees, wild horse and burro adoption fees, fees charged to timber sale purchasers when BLM performs work required by the contract, reimbursement to the government for damage to lands and resources, and copy fees;

- Contributions, which are funds contributed to BLM from non-federal sources for projects or work as authorized by the Federal Land Policy and Management Act, Taylor Grazing Act, Sikes Act, and other laws; and

- Annual Mining Claim Rental Fees were originally authorized by the *Department of the Interior and Related Agencies Appropriations Act for 1993* and, as

an annual claim maintenance fee under the Omnibus Budget Reconciliation Act of 1993, through 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The Act also established a \$25 per claim location fee for new claims, to be paid at the time of recorda-

tion. The budget assumes the continuation of the permanent mining claim maintenance fee under mining law reform proposals, and the use of a portion of these fees by the Department to cover the costs of program administration and implementation in 1995.

Table III Payments of Bureau of Land Management Receipts to States, Fiscal Year 1993 (Actual)
(dollars are whole, rounded to the nearest thousand)

State	Mineral Leases and Permits ¹	Grazing Receipts Outside Grazing Districts	Grazing Receipts Inside Grazing Districts	Sale of Public Land and Materials	Other	Total
Alaska	19,000	---	---	7,000	---	26,000
Arizona	16,000	128,000	94,000	12,000	---	250,000
California	38,000	118,000	23,000	188,000	---	362,000
Colorado	49,000	40,000	30,000	13,000	11,000	209,000
Florida	---	---	---	2,000	---	2,000
Idaho	8,000	30,000	187,000	39,000	---	264,000
Montana	12,000	518,000 ²	156,000	40,000	---	729,000
Nebraska	---	1,000	---	---	---	1,000
Nevada	8,000	24,000	333,000	684,000 ³	---	1,045,000
New Mexico	214,000	211,000 ²	332,000	28,000	---	783,000
North Dakota	---	9,000	---	1,000	---	10,000
Oklahoma	24,000 ⁴	---	---	---	---	4,000
Oregon	6,000	44,000	138,000	456,000	69,316,000 ⁴	69,960,000
South Dakota	---	81,000	---	---	---	81,000
Utah	31,000	---	184,000	23,000	---	238,000
Washington	---	22,000	---	24,000	---	46,000
Wyoming	171,000	429,000	230,000	22,000	---	852,000
Totals	567,000	1,655,000	1,771,000	1,542,000	69,327,000	74,862,000

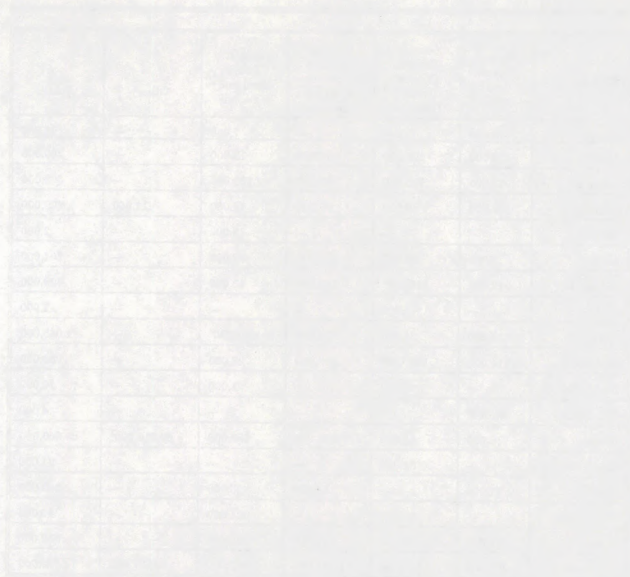
¹ The BLM continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though the MMS has primary responsibility for mineral receipts collections.

² Includes National Grasslands, grazing and minerals receipts.

³ Includes Nevada Land Sales.

⁴ Includes \$68,626,276 from O&G Grant Lands and \$690,214 from Coos Bay Wagon Road timber receipts.

⁵ Includes Oklahoma Royalties.



Appropriation: Management of Lands and Resources

Appropriation Language Sheet

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$599,860,000] \$607,191,000, [of] which [the following amounts] *shall remain available until expended*[:] including \$1,462,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460l-6a(i)), and \$69,418,000 for the Automated Land and Mineral Record System Project: *Provided further*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors; and in addition [\$15,300,000] \$27,650,000 for Mining Law Administration program operations [to remain available through September 30, 1994] to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees so as to result in a final [fiscal year 1994] appropriation estimated at not more than [\$599,860,000] \$607,191,000: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.

(16 U.S.C. 594; 30 U.S.C. 181 *et seq.*, 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181, 1701 *et seq.*, and 1901 *et seq.*; 78 Stat. 986; P.L. [102-381] 103-138, Department of the Interior and Related Agencies Appropriations Act, [1993] 1994.)

Justification of Proposed Language Changes

1. Deletions: [of] and [the following amounts]

It is proposed that all of the "Management of Lands and Resources" appropriation be on a no-year basis. Thus the differentiation of specific amounts of monies is not required.

The availability of these funds on a no-year basis will reduce costs associated with managing and reserves required to be held for annual accounts, and will improve the management of funds by reducing time spent in year-end monitoring.

2. Deletion: [, and \$69,418,000 for the Automated Land and Mineral Record System Project]

All funds in the revised Management of Lands and Resources are proposed to be no-year, and thus the need to differentiate no-year MLR of \$69,418,000 for ALMRS is not required.

3. Deletion: [to remain available through September 30, 1994] and [fiscal year 1994]

The deleted phrase is redundant, since all funds except those designated as no-year would remain available until the end of the following fiscal year.

Appropriation Language Citations

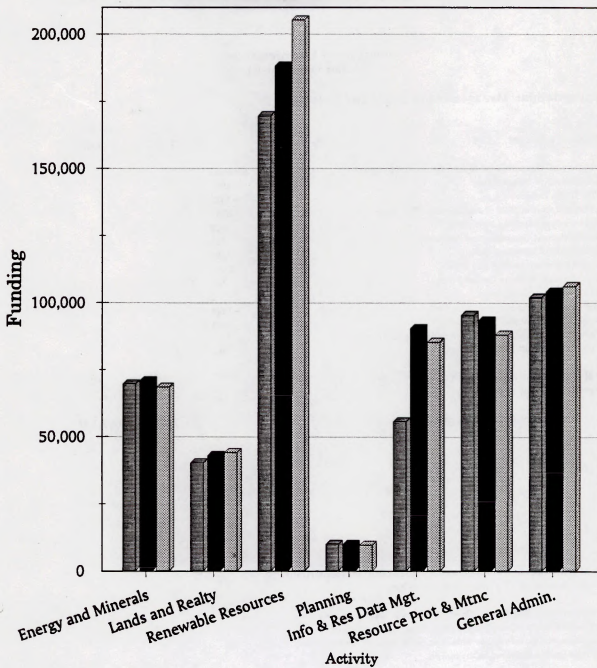
"For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$599,860,000] \$607,191,000, [of] which [the following amounts] *shall remain available until expended*[,] including \$1,462,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460l-6a(i)), and \$69,418,000 for the Automated Land and Mineral Record System Project];

Provided further, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors; and in addition [\$15,300,000] \$27,650,000 for Mining Law Administration program operations [to remain available through September 30, 1994] to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees so as to result in a final [fiscal year 1994] appropriation estimated at not more than [\$599,860,000] \$607,191,000: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended."

16 U.S.C. 594,
30 U.S.C. 181 *et seq.*,
30 U.S.C. 351-359,
43 U.S.C. 2,
43 U.S.C. 31(a),
43 U.S.C. 52,
43 U.S.C. 315,
43 U.S.C. 1181,
43 U.S.C. 1701 *et seq.*,
43 U.S.C. 1901 *et seq.*,
78 Stat. 986,
P.L. 103-138.

Management of Lands and Resources

Dollars in Thousands



93 Actual
 94 Enacted To Date
 95 Request

Summary of Requirements
(dollars in thousands)

Appropriation: Management of Lands and Resources

President's Budget, 1994	FTE	Amount
	7,597	599,860
Summary of Uncontrollable and Related Changes*	FTE	Amount
Administrative Streamlining	- 141	- 4000
FTE Usage Reduction		- 3039
Additional Cost in 1995 of January 1995 Pay Raise		3737
Workers Compensation Payments		623
Unemployment Compensation Payments		115
CSRS/FERS Retirement Costs		1228
Rental Payments to GSA and others		2,033
Departmental Working Capital Fund		120
GSA Consumer Information		2
One-less Paid Day in Fiscal Year 1995		- 1148
Separation/Retirement Fund Drop		- 861
Transfer from Resource Data Acquisition & Management to IRM and Automation Management	5	254
Total Uncontrollable Changes		(136)
Program Changes (detailed below)		(936)
		8,267
Total Requirements (1995 Request)	7,335	607,191

1/ The adjustment is for changes assigned to the BLM for administrative services provided on a Department-wide basis.

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Summary of Requirements
(dollars in thousands)

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-)	
	FTE	Actual Amount	Enacted To Date	FTE Amount	Changes (+/-)	FTE Amount	Changes	FTE Amount	Budget Request	FTE Amount	from 1994	FTE Amount
Energy & Minerals Mgmt:												
Oil and Gas	980	51,702	975	52,908	0	(421)	(4)	(500)	971	51,987	(4)	-921
Coal	135	8,453	129	8,431	(15)	(547)	0	0	114	7,884	(15)	-547
Mining Law Administration	0	0	0	0	0	0	0	0	0	0	0	0
Other Mineral Resources Mgmt	169	9,581	161	9,537	(15)	(429)	(4)	(500)	142	8,608	(19)	-929
Subtotal, Energy/Minerals	1,284	69,736	1,265	70,876	(30)	(1,397)	(8)	(1,000)	1,227	68,479	(38)	(2,397)
Lands and Realty Management:												
Lands, Realty, and ROW Mgmt	509	25,404	542	28,159	0	185	15	1,150	557	29,494	15	1335
Alaska Lands Program	249	14,826	238	14,772	0	108	(4)	(250)	234	14,630	(4)	-142
Subtotal, Lands/Realty Mgmt	758	40,230	780	42,931	0	293	11	900	791	44,124	11	1,193
Renewable Resources Management:												
Forest Management	112	6,737	110	7,007	0	(228)	0	0	110	6,779	0	-228
Wild Horse & Burro Management	162	16,020	157	16,703	0	31	5	500	162	17,234	5	531
Rangeland Management	806	42,530	819	46,749	0	347	74	8,000	893	55,096	74	8347
Soil, Water & Air Management	294	19,592	291	18,796	0	114	28	2,930	319	21,840	28	3044
Wildlife Habitat and Fisheries Mgt	591	36,565	638	47,531	0	233	37	3,950	675	51,714	37	4183
Recreation Management	799	46,722	772	49,903	0	273	7	1,010	779	51,186	7	1283
Recreation Operations (Fees)	29	1,438	28	1,462	0	0	0	0	28	1,462	0	0
Subtotal, Renewable Resources Mgmt	2,793	169,604	2,815	188,151	0	770	151	16,390	2,966	305,311	151	17,160
Resource Management Planning	151	9,870	144	9,834	(15)	(256)	0	0	129	9,578	(15)	-256
Information & Res. Data Mgt:												
Information Systems Operations & Maintenance	218	17,057	198	15,597	0	360	5	0	203	15,957	5	360
Resource Data Acq. & Mgt	86	5,467	82	5,451	0	0	(82)	(5,451)	0	0	(82)	-5451
ALMRS Project	263	33,217	253	69,418	0	24	0	0	253	69,442	0	24
Subtotal, Inf./Res. Data Mgt.	567	55,741	533	90,466	0	384	(77)	(5,451)	456	85,399	(77)	(5,067)
Resource Protection & Maintenance												
Alaska Cedestral Surveys	140	16,241	128	18,213	(22)	(934)	(10)	(2,000)	96	15,279	(32)	(2,934)
Other States Cedestral Surveys	216	11,989	209	12,283	(19)	(816)	0	0	190	11,467	(19)	(816)
Resource Protection and Law Enf.	164	15,161	138	10,136	0	55	0	0	138	10,221	0	85
Facilities Maintenance	392	29,602	375	32,809	0	(379)	5	500	380	32,930	5	121
Hazardous Materials Mgmt	230	22,521	204	19,954	(19)	(740)	(1)	(1,012)	184	18,202	(20)	(1,752)
Subtotal, Res. Prot./Mn.	1,142	95,514	1,054	93,395	(60)	(2,784)	(6)	(2,512)	968	88,099	(66)	(5,296)
Emergency Operations:	0	0	0	0	0	0	0	0	0	0	0	0
General Administration	1,050	102,051	1,006	104,307	(36)	2,054	(192)	(60)	778	106,301	(228)	1,994
Use of Prior Year's Funds	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL APPROPRIATION	7,745	542,746	7,597	599,860	(141)	(936)	(121)	8,367	7,325	607,191	(262)	7,331

◆Justification of Uncontrollable Cost Changes◆

Table I Justification of Uncontrollable Cost Changes, Management of Lands and Resources (\$ 000s).

	1994 Enacted	1995 Change
Cost Savings in 1996 Due to the Implementation of Executive Order 12839 Requiring Reductions in Agency FTE Usage Over Three Years and Additional Reduction to Reach Longer Term Federal FTE Usage Goals Set by the President.	7,597/\$599,800	-131/\$3,039
The adjustment is for the cost savings associated with the Bureau's share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995, and by 252,000 by the end of 1999.		
Cost Savings in 1994 Due to the Implementation of Executive Order 12837 Producing Reductions in Agency Administrative Expenses over Four Years (Administrative Streamlining).	-\$2,600	-\$0/\$4,000
The adjustment is for the cost savings associated with a reduction in administrative expenses reflecting the Bureau's participation in the Administration's program to increase the administrative productivity of the Federal government. Specifically administrative expense reductions are expected in the following areas: Personnel; Equal Employment Opportunity		
Additional cost in FY 1995 of the January 1995 Pay Raise		+\$3,757
The adjustment is for an additional amount of \$3,757,000 needed in 1995 to fund a nationwide pay increase of 1.6% effective January 1995.		
Additional cost in 1995 of the January 1994 Locality Pay Raise - Absorbed	(\$9,166)	(\$2,961)
The amount displayed in brackets represents the additional costs of funding the entire January 1994 locality pay increase for GS-series employees and the associated pay rate changes made in other pay series. Three quarters of this amount has been absorbed in the 1994 program, and one-quarter will be absorbed in the 1995 program.		
Other Uncontrollable Cost Changes:		
Workers Compensation Payments	\$4,745	+\$623
The adjustment is for changes in the costs of compensating injured employees and dependents of employees who suffered accidental deaths while on duty. Costs for 1996 are for the 12-months ending June 1993 and are paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by PL 94-273.		
Unemployment Compensation Payments	\$3,032	+\$115
The adjustment is for changes in the costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-495.		
Rental Payments to GSA	\$35,678	+\$2,033
The adjustment is for changes in the costs payable to GSA resulting from changes in rates for office and non-office space. This change includes the Office of Management and Budget/General Services Administration initiative to control 1996 space cost increases.		
CSRS/FERS Retirement Costs	\$31,049	+\$1,228
The adjustment is for changes in estimated retirement costs paid by the Bureau. It results from changes in the relative proportion of FERS employees in the work force and from changes in the percentage of employee salaries paid to retirement funds. It reflects the lower FERS agency changes set for 1995.		
Departmental Working Capital Fund	\$1,096	+\$120
The adjustment is for changes in the costs assigned to the Bureau/Office for administrative services provided on a Department-wide basis. In addition, the Budget assumes that the Departmental Working Capital Fund will be paid for costs related to the Human Resources Management Streamlining from funds transferred internally with BLM (\$5,294). It also assumes BLM will pay the Bureau of Reclamation's Administrative Service Center \$1,439 for personnel processing costs. These increased costs would be offset by reductions in BLM's direct program costs for maintaining an internal BLM personnel function.		
One-less Paid Day in Fiscal Year 1995	N.A.	-\$1,148
The adjustment reflects the fact that FY 1995 has one less paid day than FY 1994.		
GSA Consumer Information	\$11	+\$2
The adjustment is for charges paid by the Bureau associated with stockpiling and distribution of Bureau publications by GSA's Consumer Information Center in Pueblo, Colorado.		
Federal Separation and Retirement Payments	\$861	-\$861
The adjustment is to remove a one-time change in the 1994 appropriations for paying an expected one-year peak in the amount of payments to separating and retiring employees. An unusually high cost for these payments was forecast for 1994 due to the effect of various laws and personnel policies.		
Adjustment for a Transfer of from Resource Data Acquisition & Maintenance in 1994		+\$5/\$254
The adjustment is a reduction for a one-time transfer of \$254,000 from Resource Data Acquisition and Maintenance to IRM and Automation Management.		
Total, Uncontrollable Cost Changes (FTE / \$)		-215/-\$936

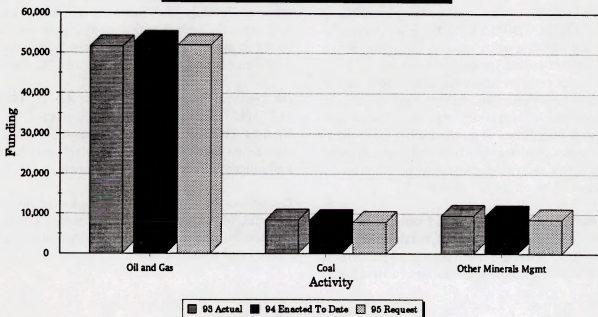
Activity Summary

Activity: Energy and Minerals Management

Table II Activity Summary (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Oil and Gas	51,702	52,908	-421	-500	51,987	-921
Coal Management	8,453	8,431	-547	0	7,884	-547
Mining Law Administration	---	---	---	---	---	---
Other Minerals Resources	9,581	9,537	-429	-500	8,608	-929
Total	69,736	70,876	-1,397	-1,000	68,479	-2,397
Mining Law Program (Advance from Fees)	12,430	15,300	0	+12,350	27,650	+12,350

Energy and Minerals Management *Dollars in Thousands*



Justification of Program and Performance

Activity: Energy and Minerals Management

Subactivity: Oil and Gas

Table III Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	52,908	-421	-500	51,987	-921
FTE	975	0	-4	971	-4

◆Authorizations◆

The Mineral Leasing Act of 1920, as amended (30 U.S.C. 181, *et seq.*), provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

The Acquired Lands Mineral Leasing Act of 1947 (30 U.S.C. 351-359), provides for leasing of minerals on acquired lands.

The Federal Oil and Gas Royalty Management Act of 1982 (FOGRMA) (30 U.S.C. 1701), is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to onshore fluid operations; inspections; cooperation with the States and Indian tribes; duties of lessees, other lease interest owners, and transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.

The Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, *et seq.*), establishes a new oil and gas leasing system and changes certain operational procedures for onshore Federal lands.

The Indian Mineral Development Act of 1982 (25 U.S.C. 2101-2107), permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, and approval and oversight thereafter.

The Combined Hydrocarbon Leasing Act of 1981 (30 U.S.C. 181, 351), permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321, 4331-4335, 4341-4347), requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711), provides for the preparation and maintenance of inventories of Public Land resource values.

The Act of March 3, 1879, as amended (43 U.S.C. 31(a)), provides for the inventory and classification of minerals on Federal lands.

Reorganization Plan No. 3 of 1946, § 402 (60 Stat. 1099), transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The Act of March 3, 1909, as amended, and *The Act of May 11, 1938* (25 U.S.C. 396, 396(a)), provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Act. These Acts also provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

The Department of the Interior Appropriations Act for FY 1981 (42 U.S.C. 6508), provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

❖Objectives❖

The major objectives of the oil and gas program are to:

- support the Nation's need to have sufficient, secure, domestic reserves of energy resources, including oil and gas;
- make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA;
- make land available for oil and gas development by timely processing and issuing of leases, and by processing notices of intent (NOIs) to conduct geophysical exploration and associated rights-of-way actions within 10 days of receipt;
- ensure that applications for permit to drill (APDs) are processed immediately after the conclusion of the 30-day posting period required by law;

- conduct on-site inspections of drilling, production, and abandonment protection operations to ensure compliance with lease terms regarding environmental protection, safety, resource conservation, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;

- conduct drainage detection reviews and analyses on Federal and Indian lands to protect Federal oil and gas resources and act on potential drainage situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty);

- monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;

- approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the Federal and Indian mineral resource and necessary protection of the environment and other resources;

- review and act on proposals related to Federal and Indian oil and gas operations such as unitization, communitization and gas storage agreements; and

- eliminate adverse environmental effects from abandoned unplugged oil and gas wells.

❖1995 Program❖

The onshore oil and gas program is one of the major mineral leasing programs in the Department of the Interior. At the end of 1993, over 56,000 onshore oil and gas leases were in force on Federal lands covering about 41 million acres. About 19,000 leases were in producing status. BLM is also responsible for operational management oversight of about 4,200 producing leases on Indian lands, supervision of drilling on non-producing leases, and advising BIA and Indian tribes and allottees on leasing matters.

During 1994 a performance review of the oil and gas program is being conducted. This review will include consultation with employees, industry, Native Americans and environmental groups. It will look at all aspects of BLM's oil and gas program both on Federal and Indian lands. The results of the review should be known by the end of 1994.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. Revenues generated by Federal oil and gas leases are expected to be over \$700 million in 1995. All receipts from Federal leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States or counties in which the leased lands are located. Receipts from Indian leases go directly to the Indian mineral owner. Lease operations, which include approval and inspection functions performed by BLM on all producing Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves production accountability inspections.

Leasing Systems and Pre-lease Workload

Oil and gas leasing is done under both competitive and noncompetitive procedures. Current leasing procedures were established by the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, *et seq.*). Major changes in pre-leasing actions brought about by the Leasing Reform Act were: (1) the elimination of the requirement that the BLM establish Known Geologic Structures (KGS) for competitive leases, and (2) elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, only lands within a KGS were leased competitively, while all lands outside a KGS could only be leased on a noncompetitive basis.

Pursuant to the Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. BLM offers available land for competitive leasing by holding quarterly lease sales in most BLM State offices. Leasing efforts

will continue to be concentrated in those areas where completed land use planning is in strict conformance with the Oil and Gas Supplemental Planning Guidelines and therefore less vulnerable to legal challenge. Competitive leases require a \$2 per acre minimum bid. If there is no competition for the lease, those lands become available for lease for a period of two years on a noncompetitive basis to the first qualified applicant. If they are not leased after 2 years, the lands must be offered again for competitive leasing before becoming available for noncompetitive leasing. *The Energy Policy Act of 1992* set the primary term of all leases at 10 years.

Pre-lease activities also include the following: monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and land use planning.

The BLM plans to hold over 30 competitive lease sales in 1995, consisting of approximately 7,000 parcels. This should result in issuing 2,000 leases for about 2 million acres. Noncompetitive leasing should also comprise about 2 million acres, resulting from a total of approximately 3,500 lease offers, with about 1,400 leases being issued.

Planning and NEPA Compliance

Land use planning, compliance with NEPA, and coordination with other agencies are integral parts of the pre-lease workload. BLM is strengthening the NEPA analysis of oil and gas leasing through its planning process (including inventory) and is strengthening sections of existing Resource Management Plans (RMPs) which address oil and gas leasing and development on an interdisciplinary basis within a framework of ecosystem management. Based on a review of existing plans, BLM has accelerated the schedule for amending or revising plans to bring them into compliance with the fluid minerals supplemental program guidance. The current schedule calls for the completion of 2 plan amendments and 5 RMPs in

1995 which address significant oil and gas leasing issues. The BLM also participates as a cooperating agency on Forest Service-conducted planning efforts involving oil and gas to ensure compliance with NEPA.

Post-Lease Work

While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to utilize the rights contained in the lease. Actions associated with issued leases include review and approval of applications for permit to drill (APDs), review and approval of lease assignments and transfers, unit and communitization agreements, and other operator proposals. In 1995, BLM expects to process 2,300 APDs, 1,000 unitization and communitization agreements and actions, and 25,000 lease adjustments.

Successful exploration increases BLM's post-lease workload by requiring review of development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management work, including identification of potential and actual drainage of Federal or Indian oil and gas.

In 1988, the Minerals Management Service (MMS), with the assistance and support of the BLM, began to implement the Production Accounting and Auditing System (PAAS) for all producing onshore oil and gas leases. Since October 1989, the BLM has been receiving production data from MMS in an automated form for leases nationwide, allowing a more efficient analysis of production records for all leases.

During the past few years, BLM has prepared several onshore oil and gas operating orders to provide lessees with clearer operating procedures and the standards they are expected to meet. Orders Number 1 through 5 were final as of 1989. Order Number 6 was published final on

November 23, 1990, and Order Number 7 was published as a final rulemaking on September 8, 1993. Order Number 8 is pending publication as a final rulemaking, and Order Number 9 continues to await publication as a proposed rulemaking. A revision to Onshore Order Number 1 was published in the *Federal Register* on July 23, 1992. Additional revisions are planned as a result of public comment. A revision to Onshore Order 5 was published as a proposed rulemaking on January 6, 1994. A proposed revision to Onshore Order Number 4 will also be published in 1994.

Stripper Well and Marginal Well Policies

BLM is seeking to encourage and sustain domestic energy production and also help to avert premature abandonment of low producing wells, due to price fluctuations.

During 1986, the BLM took several steps with regard to stripper and marginal wells. Lease suspensions were allowed for a period not to exceed one year on leases with shut-in wells without the operator losing the lease. This policy was subsequently extended to help to prevent the premature abandonment of oil and gas resources due to price fluctuations. During 1990, public hearings were held to determine whether economic conditions were such that the policy on suspension of stripper and marginal well production should be continued, or be terminated. The hearings also addressed suspension criteria, bonding and tests, that could be conducted to help ensure that the shut-in wells would not pose an environmental risk or put the Government at significant risk of potential liability for unplugged wells. The hearings supported the continuation of the policy. However, the promulgation of rules allowing stripper well royalty rate reductions in 1992 made the marginal well lease suspension policy unnecessary. Accordingly, the policy terminated on May 31, 1993, at which time lease suspensions ended unless a 6 month extension was granted by the authorized officer. No extensions have been requested.

The BLM promulgated regulations, effective September 10, 1992, which set forth conditions allowing a reduction in the royalty rate on 15,000 stripper oil wells (wells producing less than 15 barrels per day). This action is intended to keep stripper wells in production, bring shut-in wells back on line, and to help promote the stability of jobs and services in the domestic oil industry—with minimal environmental impacts. It will also provide an economic incentive to implement enhanced oil recovery projects. At the end of a 5-year test period, the program will be reviewed and then continued, modified or terminated. If the price of oil averages \$28 per barrel for 6 consecutive months, the program could also be terminated.

Drainage Review and Protection

The BLM annually screens virtually all onshore wells drilled in the United States to determine whether a potential drainage situation exists. About 10 per cent or 200 annually are identified as potential drainage situations and are subjected to additional review to determine whether actual drainage is occurring. Of those reviewed in detail, current statistics indicate that approximately 10 percent will result in actual drainage cases.

Prior to 1993 there was an accumulation of about 8,700 unidentified potential drainage cases. This information was identified by both the BLM and the Interior Department's Office of Inspector General (OIG) through an audit of the drainage review and protection program. Associated with this backlog of unresolved cases is potential additional royalty income to Federal and Indian lessors that could be recovered through additional emphasis on the drainage protection program. Consequently a material weakness in this program was identified. In 1992, BLM took action to devote additional funding and personnel resources to the drainage review program to correct this material weakness by accelerating the pace at which reviews are conducted.

Beginning in 1993, BLM began processing the more difficult and time-consuming drainage cases

which will result in a decrease in the number of reviews completed during 1994 and 1995. BLM estimates that the 1993 identified backlog of 8,700 drainage cases can be eliminated by the end of 1995 at current funding levels. BLM expects to perform 4,700 reviews in 1994 and 2,000 reviews in 1995. This will result in a "maintenance level" of approximately 3,000 cases by the end of 1995.

Inspection and Enforcement (I&E) Activities

To fulfill the Secretary's responsibilities under The Federal Oil and Gas Royalty Management Act (FOGRMA) for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM developed its oil and gas inspection and enforcement strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

During 1990, BLM drastically redesigned this nationwide inspection and enforcement strategy and began implementing changes in inspection procedures and annual inspection objectives. This was done in response to criticism of the BLM's oil and gas inspection and enforcement program in reports prepared by the Senate Select Committee on Indian Affairs, the General Accounting Office (GAO), and OIG. As a result of the reports, oil and gas I&E was determined to be a material weakness and has been given priority for funding and management attention to correct deficiencies. This revised policy substantially increases assurance of production accountability and meeting BLM's inspection and enforcement responsibilities. BLM has begun conducting more intensive and detailed production inspections. At the end of 1993, OMB determined that substantial progress had been achieved and plans to remove the program component from its list of high risk areas.

In 1995, at least one on-site inspection will be scheduled for each high priority producing lease. The remaining producing leases will be inspected at least once every 3 years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at well-head locations ensures that accurate measurements of production are made for subsequent royalty assessment and collection purposes.

In addition to production inspections mandated by FOGRMA, the BLM conducts drilling, abandonment, and other inspections authorized by regulations under the Mineral Leasing Acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans.

Revised regulations implementing FOGRMA were published as final rulemaking in the *Federal Register* on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with BLM Oil and Gas Orders, provide guidance regarding standards for conduct of operations, as well as providing for clear and uniform enforcement standards which emphasize correction of violations. BLM took initial steps to delegate inspection and enforcement activities to State governments as authorized under §205 of FOGRMA, by promulgating regulations establishing a program in 1987. To date, no State has requested this delegation.

There are many oil and gas wells on BLM land that were abandoned years ago, before bonding levels were increased and before the environmental consequences of abandonment without proper plugging were as well known. BLM has a multi-year process underway to find and plug these old wells.

Indian Lands

The BLM has certain responsibilities related to oil and gas operational actions on Indian lands. The BLM role prior to a lease sale on Indian lands is purely advisory. While BLM may make recommendations concerning economic and other resource

evaluation matters, pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs and the individual Indian Nations. When requested, BLM provides recommendations on high bid acceptability.

BLM's role is substantially different after a lease is issued, and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning establishment of unit agreements) are normally accepted, but the Indian Nations retain the right to make their own decisions.

The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Indian diligence had been characterized as a material weakness. However, BLM instituted corrective action and the program is now considered to be an effective component of our operations.

Inspection and enforcement work on Indian leases is conducted both by BLM and through cooperative agreements with Tribes. Section 202 of FOGRMA authorizes the Federal government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force. BLM has 4 such agreements funded and in effect with the following nations: Navajo, Ute Mountain Ute, Southern Ute, and Jicarilla Apache. Two additional agreements will probably be signed during 1994. In 1993 the number of producing leases covered by the agreements was about 1,060. BLM's redesigned nationwide inspection and enforcement strategy includes inspections of Indian leases with emphasis on production accountability.

Combined Hydrocarbon Lease Act Activity

Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987. The primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the oil and gas program.

❖1995 Program Decrease❖

Table IV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	51,987	-500
FTE	971	-4

The 1995 Budget request is \$51,987,000 and 971 FTE, a program decrease of \$500,000 and 4 FTE.

Drainage Review: -\$500,000 (-4 FTE)

The decrease is associated with our phasing down of efforts in the drainage program. The drainage review component of the oil and gas program has been successful in virtually eliminating a backlog that 5 years ago approached 25,000 cases. During 1994, BLM will complete 4,700 reviews and at current funding levels, complete another 2,000 in 1995. At current funding levels, the backlog at the end of 1995 will be an estimated 3,000 cases, which is considered to be below a working inventory or "maintenance level." We are proposing to reduce the funding devoted to this effort by \$500,000 and 4 FTE, which will result in performing 2,000 reviews in 1995. At this level, the number of pending cases will have no impact on the ability of the Department to collect monies owed as interest is col-

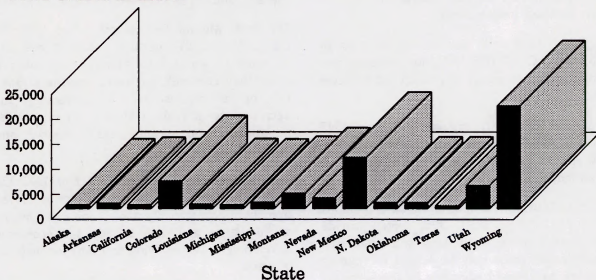
lected on past due royalty revenues. This proposal also is administratively desirable as it allows BLM to embark on a more orderly reduction in drainage funding as the intensified effort begins to wrap up.

Table V Oil and Gas Program Workload Accomplishments 1993, 1994, 1995.

Workload Measure		1993 Actual (rounded)	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Noncompetitive Leasing	(# leases issued)	1,400	1,400	1,400	0
	(# applications processed)	3,500	3,500	3,500	0
Competitive leasing	(# leases issued)	2,600	2,000	2,000	0
	(# parcels offered)	7,500	7,000	7,000	0
Lease adjustments	(# processed)	25,000	25,000	25,000	0
Lease operations	(# APDs processed)	2,300	2,300	2,300	0
Unitization & Communitization	(# actions processed)	1,000	1,000	1,000	0
Drainage reviews	(# reviews completed)	7,000	4,700	2,000	-2,700
Inspection & enforcement	(# of inspection items inspected)	16,800	17,000	17,000	0

Onshore Oil & Gas Leases

Total Leases in Effect



Total Leases in Effect on 9/30/93
Graph includes only those states with more than
500 total leases.

Justification of Program and Performance

Activity: Energy and Minerals Management Subactivity: Coal Management

Table VI Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	8,431	-547	0	7,884	-547
FTE	129	-15	0	114	-15

◆Authorizations◆

The Mineral Leasing Act of 1920 as amended (30 U.S.C. 181, *et seq.*) authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain, and mandates a broad spectrum of requirements for lease management.

The Federal Coal Leasing Amendments Act of 1976 (FCLAA) (30 U.S.C. 201, *et seq.*) requires competitive leasing of coal on Public Lands and mandates a broad spectrum of coal operations requirements for lease management.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711) provides for preparing and maintaining an inventory of Public Land resource values.

The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351-359) expands the provisions of the 1920 Act to include mineral resources on acquired lands.

The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a)) provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorize the Secretary to carry out the provisions of the Acts. These Acts

also provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

Reorganization Plan No. 3 of 1946, § 402 (60 Stat. 1099) transferred mineral leasing and operations functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Indian Mineral Development Act of 1982 (25 U.S.C. 2101-2107) permits Indian tribes and allottees to enter into Minerals Agreements, other than conventional leases, for the disposition of mineral resources which requires the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.

The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a) sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and studying methods for disposal of waste.

◆Objectives◆

The major objectives of the coal management program are to:

- conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;
- support national energy and mineral availability by providing mineral resources through processing coal lease applications for production maintenance and prevention of bypass of Federal coal, by processing lease applications submitted for new mining operations, and by processing of outstanding preference right lease applications (PRLAs);
- ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;
- process operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis;
- ensure compliance with legal and regulatory requirements relating to mining plans, diligent development, continued operations, advance royalties, and lessee qualification criteria;
- ensure that proper lease, permit, license, and contract bonds are established in accordance with existing regulations, policies, and guidelines;
- provide appropriate technical assistance to Indian Tribes and the Bureau of Indian Affairs on coal operations responsibilities; and
- continue the operation of Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, to include reviewing lease applications,

the mode of leasing, and, if appropriate, establishing long range planning schedules.

◆1995 Program◆

Coal Program Scope

BLM manages about 33 percent of all coal resources in the United States and indirectly affects the use of at least an additional 10 percent. Approximately 60 percent of Western coal is Federally owned and an additional 20 percent is managed or impacted by the Federal Government. As of September 30, 1993, there were 431 Federal coal leases in force covering about 630,000 acres of Federal lands or subsurface mineral ownership. There were 131 producing Federal leases at the end of 1993. Production from these leases amounted to 245,993,000 tons and generated \$257,720,000 in Federal royalties.

Coal Leasing

Leasing is a discretionary program although BLM responds to industry demand for leasing of Federal coal, and specific regulatory requirements must be followed before a lease sale is held and a lease can be issued. In 1986, after completion of a program review, the Secretary of the Interior decided to retain the coal leasing program existing at that time with certain revisions. The coal leasing program continues to follow the revised procedures adopted at that time.

Due to the reduced demand for coal leasing that occurred in the late 1980's, all 5 Western Federal Coal Production Regions were decertified in response to recommendations by the respective Regional Coal Teams (RCTs). Federal coal leasing now relies solely on the Lease by Application (LBA) process in which the initiative to lease is taken by industry, instead of relying on regional lease sales undertaken at the Department's initiative using the regional coal activity planning process. Even though the regions have decertified, the various RCTs and the Federal/State Coal Advisory Board continue to advise BLM on coal leasing activities and policies.

After reduced coal leasing from 1984 to 1990 in response to reduced demand, a modest renewal of industry interest in leasing is occurring. This is evidenced by the 24 lease applications that are now in various stages of processing in preparation for competitive lease sales. Additional applications are anticipated. A total of 7 coal leases were issued in 1993. BLM expects to issue 10 coal leases in 1994.

As of September 30, 1993, a total of 30 coal preference right lease applications (PRLAs) remain to be processed. Although a low priority workload, processing of these remaining PRLAs is labor intensive. Work will continue in an attempt to complete the necessary work leading to final decisions. In 1994, 3 PRLAs are expected to be processed to final decisions.

Coal Operations

BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan (R2P2) approval on Federally-owned coal. In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE), and those State agencies which have been delegated OSMRE's functions, are responsible for administering the Surface Mining Control and Reclamation Act of 1977 (SMCRA). However, the BLM will enforce SMCRA requirements in cases of emergency or where a situation presents an imminent danger to the resource or human life.

The coal operations workload is a mandatory workload to administer existing leases. This includes all exploration and development activities which occur on Federal and Indian lands after the issuance of a coal license or lease, including exploration operations.

The continuing increase in the BLM's coal operations workload is a result of the increasing

number of Federal coal leases becoming subject to provisions of the FCLAA and associated regulations (43 CFR Group 3400). Where Federal, Indian and private coal ownerships are intermingled in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued.

This workload also includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and review of plans for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment. At the start of 1994, 420 leases (all but 11) will be subject to FCLAA provisions.

Recoverable reserve estimates are determined or revised, based on analysis of data supplied by the operator/lessee, and commercial quantities are established to determine diligence. Formation of new LMUs continues and will require BLM processing and approval. All submittals of resource recovery and protection plans (R2P2), required within 3 years of lease issuance or readjustment after enactment of FCLAA, will be processed for approval.

Additional exploration work conducted by lessees in order to define the coal resource and to determine the particular mining methods and sequence to be used is authorized through the approval of an exploration plan. This work is monitored during on-the-ground inspections. BLM ensures that the final mining plan properly reflects the statutory requirements of the Mineral Leasing Act, operating regulations, and lease terms and conditions, while ensuring that maximum economic recovery is obtained.

Inspection and Enforcement Activities

BLM performs inspection and enforcement on both non-producing and producing coal leases. BLM conducts annual inspections on all non-producing coal leases. This on-the-ground inspection is required to determine if unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities on such leases which fall short of actual production (e.g., exploration and baseline environmental work) under approved plans are inspected more frequently.

BLM conducts quarterly inspections, and quarterly independent production verifications on producing Federal and Indian coal leases to ensure that revenues from leases are accurately reported; that production is proceeding in accordance with the approved R2P2, the lease terms, law, and regulations; and that the correct royalty rate is being applied. Greater emphasis is being placed on: 1) enhanced inspection and enforcement activities on Indian as well as Federal producing leases, and 2) independent calculation of production and production verification.

Federal Coal Production in 1993

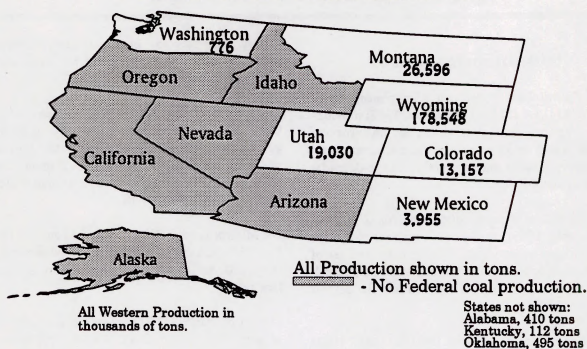


Table VII Coal Program Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Noncompetitive leases (# PRLAs processed)	0	3	3	0
Competitive leasing (# of leases issued)	7	10	10	0
Lease adjustments (#)	952	950	950	0
Lease operations (# of plans processed)	377	370	370	0
Inspection and enforcement (# of inspections)	800	800	800	0

Justification of Program and Performance

Activity: Energy and Minerals Management **Subactivity: Other Mineral Resources**

Table VIII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	9,537	-429	-500	8,608	-929
FTE	161	-15	-4	142	-19

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1716, 1732, 1782) provides for preparing and maintaining an inventory of Public Land resource values; for exchanges; and for prevention of unnecessary or undue degradation of the Public Land.

Section 402 of Reorganization Plan No. 3 of 1946 (60 Stat. 1099) transferred responsibility for authorizing prospecting, development, and use of mineral resources from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The Geothermal Steam Act of 1970 (30 U.S.C. 1001) authorizes the Secretary to issue leases for the development of geothermal resources. *The Geothermal Steam Act Amendments of 1988* list significant thermal features within the National Park System requiring protection, provide for lease extensions and continuation of leases beyond their primary terms, and require periodic review of cooperative or unit plans of development.

The Materials Act of 1947, as amended (30 U.S.C. 601-604 *et seq.*) provides for the sale of common

variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.

The Mineral Leasing Act of 1920, as amended (30 U.S.C. 181, *et seq.*) authorizes leasing coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain, and contains requirements for the operational responsibility of lease management.

The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351-359) expands the requirements of the 1920 Act to include minerals on acquired lands.

The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a)) provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Acts. These Acts provide the basic statutory mandate under which BLM supervises activities on Indian lands.

The Indian Mineral Development Act of 1982 (25 U.S.C. 2101-2107) permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral

resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

The Federal Oil and Gas Royalty Management Act of 1982 (30 U.S.C. 1701) is a comprehensive law dealing with royalty management on Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leasable minerals.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires the preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Act of March 3, 1879, as amended (43 U.S.C. 31(a)) provides for the inventory and classification of the Public Lands and examination of the mineral resources and products of the national domain.

The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a, 1601 *et seq.*) sets out the policy of fostering development of economically stable mining and minerals industries, and studying methods for disposal of waste and reclamation.

◆Objectives◆

The other mineral resources program includes BLM's management of geothermal, mineral materials, non-energy leasable minerals, leasable uranium, and oil shale resources on Federal lands.

The objectives of this program are to:

- ensure the availability of and meet the demand for certain mineral resources from the Public Land and other jurisdictional lands while protecting associated environmental values;
- ensure compliance with the Federal and Indian mineral leasing laws, and the Materials Act of 1947, by implementing the regulations contained in 43 CFR 3200, 43 CFR 3500, 43 CFR 3600 and 25 CFR 216;
- ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing related actions;
- issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of environmental documentation, for extracting mineral resources from the Public Land, and under specific authorities, from Acquired Lands;
- complete operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) on a timely basis;
- ensure that lease, permit and contract bonds are established;
- conduct a nationally uniform inspection and enforcement program (including production verification) of industry operations to ensure lessee and permittee compliance with terms of the authorization and to assure that proper payments are made on Federal and Indian Lands;
- investigate unauthorized use of mineral materials and take appropriate action when trespass occurs;

- conduct hydrologic monitoring of the two suspended prototype oil shale lease tracts (C-a and C-b) in Colorado; continue compliance monitoring of the two relinquished oil shale lease tracts (U-a and U-b) in Utah.

- ensure that mine abandonment and reclamation activities are conducted in accordance with applicable statutes, regulations, and requirements, including guidance for uranium from the International Atomic Energy Agency; and

- provide technical assistance to Indian tribes, native (Indian) allottees, and the Bureau of Indian Affairs, in the review of Indian land mining operations responsibilities.

◆1995 Program◆

Program Scope

The BLM's other mineral resources program provides for the management of geothermal resources, mineral materials, oil shale, leasable uranium, and non-energy leasable minerals such as potassium, phosphorus, and sodium, and their compounds such as potash, phosphate and trona.

Federal lands contain 60 percent of the known or prospective geothermal resource areas of the United States. There are 450 Federal geothermal leases in effect which cover slightly less than 1 million acres. During 1992, geothermal leases generated about \$21,066,000 in bonus, rental and royalty payments. Total electrical generation capacity from Federal leases has grown considerably since production began in 1980. Current power plant capacity is over 1,000 megawatts (MW), which is sufficient to meet the needs of a population the size of San Francisco and Oakland combined. New power plants continue to be developed on Federal land, primarily in Nevada. Additionally, there are a small number of direct-use geothermal operations continuing on Federal lands.

The Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947 provide

that potassium, sodium, sulfur, and other specified minerals (the non-energy leasable minerals) from Public Land and Acquired Land are to be leased rather than located under the General Mining Laws. These Acts also provide a statutory mandate for operational activities related to these leased commodities. BLM manages mineral resources of these types in 24 states.

Uranium leasing operations managed by BLM are located primarily on Indian lands in New Mexico and Washington. BLM's emphasis in 1995 will focus on reclamation of abandoned and existing sites. The Bureau of Indian Affairs is the leasing entity and office of record for such leases on Indian Lands.

The Public Land also is an important source of building stone, sand, gravel, and common borrow materials which are used for construction work and in energy and other industrial development. The Materials Act of 1947, as amended, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials which are needed for construction projects which contribute to the growth of cities such as Phoenix and Las Vegas. Approximately 9 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Land in 1993. In 1993, the BLM issued 2,400 contracts and permits for mineral materials valued at about \$17,600,000.

Geothermal Operations

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. This activity provides a continuous workload in lease operations. Anticipated lease extensions resulting from the provisions of the Geothermal Steam Amendments Act of 1988 also contribute to increased operations workloads. Estimated 1995 royalties

from geothermal operations are expected to be \$18,000,000.

The Geothermal Steam Act Amendments of 1988 mandates protection of significant thermal features which involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. The workload in non-energy minerals is expected to remain level with the greatest emphasis on the production verification and inspection and enforcement aspects of the program.

Table IX Non-energy Mineral Leases and Prospecting Permits (as of September 30, 1993).

Commodity	Number of Leases	Number of Prospecting Permits
Potassium	205	10
Phosphorus	133	8
Sodium	108	3
Lead/Zinc	36	5
Gilsonite	11	16
Other	40	53
<i>Total</i>	533	95

Use Authorization and Leasing

BLM issues the appropriate authorizations (permits, contracts, leases, and licenses) for extraction of these mineral resources, and is responsible for performing mineral resource assessments and classifications in support of leasing geothermal and non-energy minerals on Public Land, National Forest land, and other land in which the Federal government owns part or all of the mineral estate, and where the lands are open to leasing. This includes ensuring compliance with the requirements of the National Environmental Policy Act.

BLM performs other actions (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) as part of use authorization.

Leasing for geothermal resources and non-energy leasable minerals is done under both competitive and noncompetitive procedures. Lands classified as Known Geothermal Resource Areas (KGRAs) and Known Leasing Areas (KLAs) are leased competitively. BLM expects to issue 10 competitive leases for geothermal resources and 4 competitive leases for other non-energy leasable minerals in 1995.

Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. In 1995, BLM expects to issue about 50 noncompetitive leases for geothermal resources. The BLM continues to analyze carefully and to cooperate closely with other agencies when considering geothermal leasing in areas near, but not in, "Significant Thermal Features" listed in §115 of the Department of the Interior and Related Agencies Appropriations Act of 1987, and the Geothermal Steam Act Amendments of 1988.

During 1995, BLM will perform reviews of non-producing geothermal leases to ensure that diligent exploration expense (DEE) requirements have been met. The lessee must either meet expenditure requirements or, in lieu of performing the minimum required diligent exploration in any lease year, may exercise the option of paying an additional rental of \$3 per acre. Failure to pay the additional rental or complete the minimum DEE requirements subjects the lease to cancellation.

Currently, demand for uranium leasing on acquired and Indian lands is low. No oil shale leases are planned to be issued in 1995.

Sodium Lease Status

In 1993, there were 108 existing sodium leases, 8 sodium lease applications, and 3 prospecting permits for sodium on BLM administered lands. The leases, which encompass a total of 135,166 acres, produced 5,295,193 tons of sodium compounds in 1993, and generated \$18,544,944 in royalty payments. BLM expects the number of sodium leases to remain relatively constant through at least 1995, although interest in high quality sodium compounds (trona) deposits in Wyoming may generate one or more competitive sales during that period.

Mineral Materials

Mineral materials found on the Public Land are sold, both competitively and noncompetitively. Free-use disposals are also made to Federal, state and local governmental units for public projects. BLM conducts assessments and appraisals of the value of mineral materials prior to disposal of mineral materials from the Public Land. At the 1995 level, BLM plans to process an estimated 2,000 material sales or free use permits for mineral materials. Also, 45 nonexclusive use sites for mineral materials would be designated.

The Public Land also is an important source of building stone, sand, gravel, and common borrow materials which are used for construction work and in energy and other industrial development. The Materials Act of 1947, as amended, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials which are needed for construction projects which contribute to the growth of cities such as Phoenix and Las Vegas. Approximately 9 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Land in 1993.

In 1993, the BLM issued 2,400 contracts and permits for mineral materials valued at about \$17,600,000.

Operations

This category includes all work activities which occur after the issuance of a use authorization (i.e., license, permit, contract, or lease). Operations activities are designed to meet the statutory and regulatory requirements related to both active and inactive authorizations. BLM reviews, approves, and monitors industry operations related to exploration, development and production of mineral resources.

Before starting full-scale mining or drilling operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining or development methods and sequence to be used. For non-energy leasable minerals and geothermal resources, exploration is authorized through the approval of an exploration plan. For mineral materials, authorization is required from BLM prior to commencing exploration.

When development and production are initiated, BLM's responsibilities include review and approval of all proposed, development, production, and utilization plans, and inspection of all operations to ensure compliance with all lease terms, resource conservation and environmental standards. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the leases, licenses, permits, and contracts. The BLM ensures that lease and contract bonds are established and revised as necessary.

For non-energy leasable minerals, prior to final mine plan approval, the BLM coordinates with the Minerals Management Service (MMS) to ensure royalty collection. Recent levels of production and royalties related to non-energy mineral leases are shown in the following table.

Table X Non-energy Mineral Production and Royalties from Leasing.

Commodity	Production (Tons)	Federal Royalties
Sodium	5,295,193	\$18,544,944
Potassium	2,321,611	3,950,690
Phosphate	5,753,195	4,680,674
Lead/Zinc	250,865	2,034,404
Sulfur	992,395	145,005
Sand/Gravel	3,753,107	439,907
Other	---	89,184
<i>Total</i>	<i>N/A</i>	<i>\$29,884,808</i>

Inspection and Enforcement and Production Verification

The Department's Federal Oil and Gas Royalty Management Act (FOGRMA) §303 Report, committed BLM to an expanded role in inspection and enforcement, and production verification. Greater emphasis was placed on: 1) enhanced inspection and enforcement activities for producing Federal and Indian leases, licenses, and permits; including independent verification of production. Inspection and enforcement actions, including independent production verifications, by policy, are intended to be conducted at least quarterly to ensure that all revenues from producing Federal and Indian leases are accurately reported, that operations proceed in accordance with the approved mine plan, and that the correct royalty rate is being applied. Annual on-the-ground inspections of nonproducing non-energy mineral leases, licenses, contracts, and permits are required. At the 1995 level, BLM can conduct approximately 4,450 inspections of geothermal, non-energy mineral leases and mineral material sales.

Mineral material permits and contracts are inspected to verify production and evaluate compliance with NEPA and other requirements. When

routine compliance inspections, or other information, indicate the unauthorized removal of mineral materials, BLM investigates the alleged minerals trespass and takes necessary action to resolve these cases.

In 1995 emphasis in mineral materials enforcement actions will be to ensure accurate accounting for the mineral materials removed. The number of inspections will be based on volume produced, with larger operations being inspected more frequently. This will help to prevent the loss of Federal revenues by deterring illegal (trespass) removals. BLM expects to be able to close 60 mineral materials trespass cases in 1995.

Reclamation

Increased emphasis is being placed on reclamation through the application of national reclamation standards. The BLM conducts necessary field inspections to ensure proper compliance with permit, contract, and lease requirements for appropriate reclamation of areas disturbed by exploration and development activities on Federal and Indian lands. The BLM also reviews existing mining and exploration plans to ensure that reclamation requirements are adequately defined and are in conformance to BLM policy and land use plans. For newly received mining and exploration plans, the BLM ensures that they contain complete and adequate reclamation plans in conformance with BLM policy.

Oil Shale

BLM will continue to monitor the 2 prototype oil shale lease sites in Colorado to ensure degradation of groundwater does not occur. In addition, BLM will continue compliance monitoring of the 2 Utah oil shale tracts, on which the leases were relinquished in 1986.

◆1995 Program Decrease◆

Table XII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	8,608	-500
FTE	142	-4

The 1995 Budget request is \$8,608,000 and 142 FTE, a program decrease of \$500,000 and 4 FTE.

Leasable Minerals: -\$500,000 (-4 FTE)

The decrease will be in the area of leasable minerals. This program component is generally of a lower priority than other components. Due to the decrease, the Bureau will be slower to process applications and lease adjustments. Studies which facilitate NEPA work associated with lease processing may take longer to complete. This decrease will not impact inspection and enforcement of continuing operations. Inspection and enforcement and environmental protection continue to be program priorities.

Table XI Other Mineral Resources Program Workload Accomplishments, 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Changes From 1994 (+/-)
Prelease notices/prospecting permits (# issued)				
• Non-energy minerals	107	110	50	-60
Noncompetitive lease applications (# issued)				
• Geothermal	45	50	50	0
• Non-energy minerals	8	10	5	-5
Competitive leases (# issued)				
• Geothermal	1	10	10	0
• Non-energy minerals	0	7	4	-3
Material sales/free use permits (# processed)	2,410	1,900	1,900	0
Mineral materials nonexclusive use site designations (# completed)	45	60	60	0
Lease adjustments (# processed)				
• Geothermal	400	400	400	0
• Non-energy minerals	100	100	50	-50
Lease operations (# plans processed)				
• Geothermal	60	90	90	0
• Non-energy minerals	98	60	60	0
Mineral materials trespass (# cases closed)	60	60	60	0
Inspection and enforcement (# of inspections)				
• Geothermal	450	450	450	0
• Non-energy minerals	1,270	1,300	1,300	0
• Mineral materials	2,700	2,700	2,700	0

Justification of Program and Performance

Activity: Energy and Minerals Management Subactivity: Mining Law Administration (From Fees)

Table XIII Summary of Program (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	[15,300]	0	[+12,350]	[27,650]	[+12,350]
FTE	354	0	+75	429	+75

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711, 1732, 1744, 1782), provides for preparing and maintaining an inventory of Public Land resource values; authorizes the Secretary to prevent unnecessary or undue degradation of the Public Lands; and provides for recording mining claims and receiving evidence of annual assessment work.

The General Mining Law of 1872, as amended (30 U.S.C. 22, *et seq.*) provides for locating and patenting mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on Public Land in specified States, mostly in the West.

The Act of March 3, 1879, as amended, (43 U.S.C. 31(a)) provides for the inventory and classification of the Public Land and examination of the mineral resources and products of the national domain.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Mining and Minerals Policy Act of 1970, (30 U.S.C. 21a) (30 U.S.C. 1601, *et seq.*) sets out the policy of fostering development of economically stable mining and minerals industries, and studying methods for waste disposal and reclamation.

The Department of the Interior and Related Agencies Appropriations Act for 1989 (43 U.S.C. 1474) provided that receipts for 1989 and thereafter from fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66) established an annual \$100 per claim maintenance fee for unpatented mining claims and sites through FY 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The Act also established a \$25 per claim location fee for new claims, to be paid at the time of recordation.

❖Objectives❖

The objectives of the Mining Law Administration Program are to:

- record unpatented mining claims, mill and tunnel sites, as required by §314 of The Federal Land Policy and Management Act of 1976;

- collect maintenance and location fees, and take action to document claims abandoned for failure to pay the fees;

- prevent unnecessary and undue degradation of the Public Land by implementing the surface management regulations for the Public Land (43 CFR 3802/3809) through processing plans of operation and notices for mineral exploration and development;

- ensure compliance with the terms of plans of operation and related state and local regulations by conducting a comprehensive program of inspections and enforcement actions where necessary;

- implement BLM's bonding and cyanide management policies to assure that all surface disturbance for operations requiring a plan of operation shall be reclaimed so as to prevent unnecessary or undue degradation of Public Land;

- abate unauthorized occupancy of mining claims by implementing proposed use and occupancy rules;

- abate mineral trespass by performing validity examinations on operations that appear to be mining common variety minerals on mining claims;

- determine valid existing rights in wilderness areas under BLM administration, and review and process valid existing rights determinations prepared by other agencies, and;

- ensure consideration of critical and strategic minerals in land use planning by performing mineral resource assessments.

❖1995 Program❖

The 1994 enacted level for the mining law administration program is \$15,300,000, derived from a portion of the annual mining claim maintenance fees. This amount includes \$15,300,000 and 354 FTE as an advance of funds to cover the costs of administering the mining law program, and a maximum of \$5,000,000 in reimbursements to cover the costs of administering the maintenance fee program. (The advance of funds was a replacement for the previous direct appropriation for Mining Law Administration under the "Management of Lands and Resources" appropriation).

There are an estimated 330,000 actively maintained mining claims on Public Land. These claims are filed under the provisions of the General Mining Law of 1872. As part of Mining Law Administration, BLM determines the validity of unpatented mining claims, issues mineral patents, initiates contest actions, prepares mineral potential reports for land and realty actions, enforces surface management and environmental requirements in accordance with BLM approved mining plans of operation, enforces bonding requirements to assure that proper reclamation occurs after a site has been mined, records new mining claim locations, and collects location and annual maintenance fees or annual assessment filings.

The Administration is actively working with Congress to achieve comprehensive reform of the Mining Law by Congressional action in 1994. It is assumed that reform legislation will be enacted in 1994, and that BLM activities in 1995 will involve transition to the new program envisioned under Mining Law Reform legislation. For purposes of estimating receipts, the budget includes several place holder assumptions which will be discussed later.

Mining Claims on Public Land

Under §314 of FLPMA (43 U.S.C. 1744), the BLM has recorded over 2.7 million mining claims and mill sites since 1976.

Beginning in 1993 claimants holding more than 10 claims were required to pay a \$100 annual "rental" fee per mining claim and site in lieu of performing \$100 of assessment work as previously required under the General Mining Law of 1872. The *Omnibus Budget Reconciliation Act of 1993* contained a provision that essentially continued the annual \$100 per claim "maintenance" fee through 1998. The Act allows a waiver from the fee for those claimants who hold 10 or fewer claims. Claimants are required to pay the maintenance fee at the time any new claim is filed. The Act also requires a \$25 per claim "location" fee for new claims, to be paid at the time of recordation.

In addition, the filing of a new claim requires payment of a \$10 administrative fee. Those eligible to file an annual assessment will still pay a \$5 administrative fee.

At the start of 1993, about 750,000 unpatented claims were considered active, meaning that the claimant was meeting the statutory requirements by making an annual filing of an affidavit of assessment work or notice of intention to hold. In 1993, BLM recorded 40,000 new mining claims on Public Land.

At the end of 1993, rental fees were paid or exemptions granted on approximately 300,000 claims. Since that time, as a result of refilings, BLM estimates there are currently approximately 330,000 active claims.

Processing Patent Applications

Under the General Mining Law of 1872, when a mining claimant believes a valuable mineral deposit exists, the claimant may apply for patent to obtain title to the claim. Processing the application by BLM involves: (1) adjudication to ensure that the patent application is complete; and (2) field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine mining claim validity. In some instances,

processing mineral patent applications and mining claim validity determinations can become complex and costly, and involve extensive legal interpretations and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete.

In 1993, BLM received 130 new mineral patent applications covering 2,709 claims. A total of 28 patents were issued for 362 claims encompassing 4,155 acres. As of October 1, 1993, BLM had 583 mineral patent applications pending. Of these, the first half of mineral entry final certificate had been issued on 294 applications. The first half of the final certificate confirms that equitable title is vested in the applicant, subject to the confirmation of a discovery of a valuable mineral deposit by a mineral examiner. Secretarial Order 3163 (March 2, 1993) revoked existing delegations which allowed BLM officials to issue first half certificates and patents. This action was taken to enable the Secretary to assume sole authority for the review and issuance of such documents. BLM will continue to process patent applications to the point where either the application is rejected or presented to the Secretary for approval.

Surface Management on Unpatented Mining Claims

Under Sections 302(b) and 603 of FLPMA (43 U.S.C. 1732, 1782), BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Land resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operations" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas and Areas of Critical Environmental Concern (ACECs), a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness and other sensitive values.

When BLM receives a plan of operation or notice for mining operations, it must approve the plan of operation within 30 days, and review the notice within 15 days. Notices do not require BLM's approval. Their purpose is to alert BLM to allowable surface disturbing activity of less than 5 acres. Field examinations, resource assessments and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas and wilderness study areas are required before approving notices or plans of operations.

A validity determination is a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery of valuable locatable minerals under the mining laws. Validity determinations are conducted when it is in the public interest to do so. Most validity determinations are done on mining claims in wilderness areas when an activity is proposed by mining claimants.

Inspection and Enforcement

Each plan of operation authorized under 43 CFR 3802/3809 requires periodic inspections on the ground to ensure that the operation is in conformance with the approved plan. Operations proceeding under a notice filed under 43 CFR 3809 require periodic inspections to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. The program goal is to inspect all producing operations using cyanide as an extracting agent for gold and silver ore on at least a quarterly basis. BLM's policy is to inspect all other producing operations and all nonproducing surface-disturbing activities every 6 months.

Increased emphasis is being placed on this effort to ensure conformity with established standards for acceptable exploration, mining, and reclamation practices by operators, to ensure appropriate levels of coordination and cooperation with States and other Federal agencies for a coherent and consistent inspection program, and to pre-

vent unnecessary or undue degradation to the Public Land.

Bonding and Reclamation

The BLM has instituted a bonding policy for all mining operations which requires mandatory bonding for all plan-level mining operations. Mining operations shall be bonded at whatever level required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$2,000 per acre. Exploration operations shall be bonded at whatever level is required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$1,000 per acre. Mine operators using cyanide and other leachates are required to post a bond equal to 100 percent of BLM's estimate of reclamation costs required by State or Federal regulators. The bonding initiative helps to build consistency in the surface management program and ensure the conduct of adequate environmental protection and reclamation on mining operations.

Mining Claim Occupancy

The BLM has proposed rules (43 CFR 3710) to define use and occupancy of unpatented mining claims and mill sites and to define and prohibit non-mining uses on such claims. The proposed rules would also define activities related to prospecting, mining, or processing operations, and uses reasonably incident, and establish conditions for determining whether these criteria are met.

Reimbursable Mining Law Administration Fees

The Department of the Interior Appropriations Act of 1989 (43 U.S.C. 1474) provided that the revenues from fees for mining claim recordation (MCR) and mineral patent processing be made available to BLM as reimbursable funds to assist in covering operational expenses. The requirement in the *Department of the Interior and Related Agencies Appropriations Act for 1993* for payment of

an annual rental fee reduces the fees collected in 1994 through this provision of law to only those fees related to filing new claims, transfers, patent applications, fees paid by claimants holding 10 or less claims, and other fees not related to the annual maintenance fee. In 1995 it is expected that these administrative fees will generate an additional \$1,500,000 for program support.

◆1995 Program Increase◆

Table XIV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	[27,650]	[+12,350]
FTE	429	+75

The 1995 Budget Request is \$27,650,000 and 429 FTE, an increase of \$12,350,000 and 75 FTE.

Under the *Omnibus Budget Reconciliation Act* of 1993, to hold a mining claim, claimants holding 10 or more claims pay the maintenance fee for 1995 by August 31, 1994. For purposes of estimating receipts, the budget includes a place holder assumption that maintenance fees on 315,000 ongoing claims at \$100 and 40,000 new claims at \$225 will generate approximately \$36 million in revenue. The Department proposes to continue funding the mining law administration program from the fees collected.

To operate the program in 1995, BLM will require \$27,650,000 and 429 FTE plus the anticipated \$5,000,000 in reimbursements for processing the maintenance fee requirements.

The Administration is committed to comprehensive reform of the 1872 Mining Law. The Administration will work with Congress on accomplishing final action on legislation achieving reform. The Administration supports elimination of patenting, royalty collection, a permanent rental

fee for all hard rock mining claims on Federal lands, and environmental protection. This budget assumes that Congress will enact legislation during 1994.

An increase of \$12,350,000 and 75 FTE over the 1994 enacted level would be used as follows:

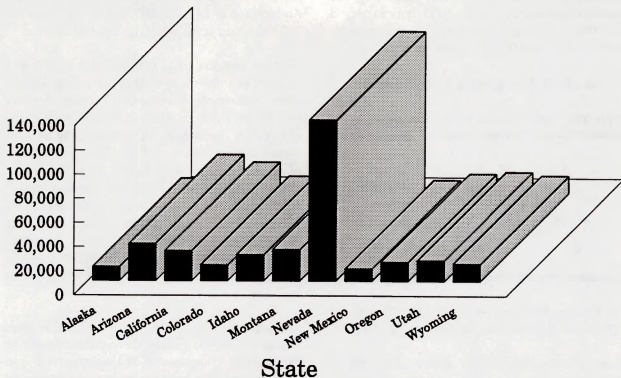
First, an increase of \$7,000,000 and 40 FTE will be used to implement mining law reform legislation. Assuming enactment of comprehensive mining law reform legislation in 1994, the writing of complex regulations will substantially be completed during 1995 as will the likely preparation of an EIS on the regulations. In addition, because mining law reform will require royalty payments based on production, additional funds will be needed to add production accountability to the inspection and enforcement program. These increased levels could also assist in establishing suitability reviews that would be consistent with the new law.

An additional \$5,350,000 and 35 FTE will be used to enhance on-the-ground management including the existing components of the inspection and enforcement of mining operations. An additional 3,000 inspections will be performed, raising the total number of inspections to over 12,000. This represents about 60 per cent of the total of all inspections if BLM were able to achieve its policy target.

At the 1995 proposed level, BLM would also complete validity determinations on 150 unpatented mining claims. BLM expects to receive and review 2,550 plans of operations or notices for mining operations in 1995.

Active Mining Claims on Federal Lands

Number of Claims



As of December 31, 1993

Eastern States not shown, has 136 active claims.

Table XV Mining Law Administration Workload Accomplishments, 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Mineral patents issued (# claims)	42	350	350	0
Validity examinations (# claims completed)	150	150	150	0
Surface management (# plans/notices)	2,550	2,550	2,550	0
New mining claims recorded (# per year)	40,000	43,000	43,000	0
Annual filings (# processed)	890,000	30,000	30,000	0
Number of claims, new and continuing, subject to actual rental	300,000	300,000	340,000	+40,000
Inspection (# inspections reports)	9,300	9,300	12,300	+3,000
Enforcement (# decisions)	300	300	300	0

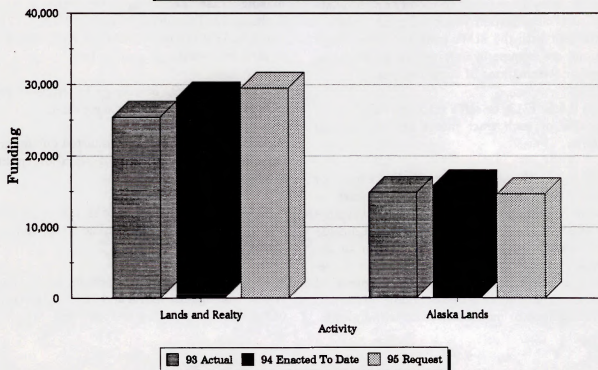
Activity Summary

Activity: Lands and Realty Management

Table XVI Activity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Lands, Realty and Rights-of- Way Management	28,159	+185	+1,150	29,494	+1,335
Alaska Lands	14,772	+108	-250	14,630	-142
<i>Total</i>	<i>42,931</i>	<i>+293</i>	<i>+900</i>	<i>44,124</i>	<i>+1,193</i>

Lands and Realty Management *Dollars in Thousands*



Justification of Program and Performance

Activity: Lands and Realty Management **Subactivity: Lands, Realty and Rights-of-Way Management**

Table XVII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	28,159	+185	+1,150	29,494	+1,335
FTE	542	0	+15	557	+15

❖Authorizations❖

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1701 et seq.) authorizes the following functions:

- 43 U.S.C. 1711, to prepare and maintain inventories of all Public Land and resources;
- 43 U.S.C. 1712(d), to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications;
- 43 U.S.C. 1713, to sell a tract of Public Land if the sale of such tract meets certain disposal criteria;
- 43 U.S.C. 1714(i), to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(i) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals;
- 43 U.S.C. 1714(l), to review certain withdrawals in the 11 western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews.
- 43 U.S.C. 1715, 1716, to exchange Public Land if the public interest will be well-served by making that exchange; The Federal Land Exchange Facilitation Act of 1988 (43 U.S.C. 1716) amends FLPMA to provide for the streamlining of Federal land exchange procedures.
- 43 U.S.C. 1719, to convey Federally-owned mineral interests to the surface owner;
- 43 U.S.C. 1721, to convey omitted Public Land to a qualified occupant if it is in the public interest to do so;
- 43 U.S.C. 1732, to manage the use, occupancy, and development of the Public Land through leases and permits;
- 43 U.S.C. 1733, 1740, to protect and manage Public Land against willful and knowing violation of regulations, including trespass; and

- 43 U.S.C. 1761–1771, to determine the suitability of Public Land for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way.

The Mineral Leasing Act of 1920, as amended (30 U.S.C. 185, §28) authorizes the Secretary to determine suitability of Public Land for oil and gas pipeline rights-of-way.

The Desert Land Act of 1877 (43 U.S.C. 321–323) provides authority to reclaim arid and semi-arid Public Land of the western States through individual effort and private capital.

The Carey Act of August 18, 1894 (43 U.S.C. 641) authorizes the Secretary, with the approval of the President, to patent to States desert lands which are reclaimed, cultivated, and settled.

The Taylor Grazing Act of 1934 (43 U.S.C. 315) authorizes the Secretary to classify lands within grazing districts or lands withdrawn by Executive Orders 6910 and 6964, and to open lands to certain types of entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands are not permitted before classification and opening.

The Act of August 30, 1949, as amended (43 U.S.C. 687(b)) authorizes the Secretary to dispose of Public Land and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

The Act of May 24, 1928, as amended (49 U.S.C. App. 211–213) authorizes the Secretary to lease contiguous unreserved and unappropriated Public Land (not to exceed 2,560 acres) for a public airport.

Section 516 of the Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215) authorizes conveyance of lands to public agencies for use as airports and airways.

The Engle Act of February 28, 1958 (43 U.S.C. 156) provides that withdrawals for the Department of

Defense for more than 5,000 acres shall be made by Congress.

The Recreation and Public Purposes (R6PP) Act of 1926, as amended (43 U.S.C. 869) authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. *The R6PP Amendment Act of 1988* provides that suitable Public Land may be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.

The Burton–Santini Act, Public Law 96–586 (94 Stat. 3381) authorizes and directs the Secretary to sell not more than 700 acres of Public Land per calendar year in and around Las Vegas, Nevada; the proceeds of which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.

The Zuni Act, Public Law 98–408, (98 Stat. 153) authorizes the Secretary to acquire, through purchase or exchange, certain private land and to convey such land to the Zuni Indian Tribe for religious purposes.

The King Range Act of 1970 (16 U.S.C. 460(y)) authorizes the acquisition and exchange of lands in the King Range National Conservation Area.

The Federal Power Act of 1920, as amended (16 U.S.C. 818, §24) allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241–1249) establishes a national system of trails and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold, with the receipts to be deposited in the Land and Water Conservation fund.

The Wild and Scenic Rivers Act, as amended (16 U.S.C. 1277, §6(d)) authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the

authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

❖Objectives❖

The program objectives are to:

- support the Administration's initiatives especially the President's investment in natural resources by:
 - supporting "Recreation 2000" by acquiring through land exchange or donation, access or lands with recreational opportunities including wilderness inholdings and cultural resources;
 - supporting "Fish and Wildlife 2000" by acquiring through land exchange or donation, access, wildlife habitat, and riparian-wetland areas;
 - monitoring use at existing authorized landfills for adherence to EPA regulations and BLM stipulations, and promote closure and disposal of such land as appropriate;
 - monitoring all other land use authorizations and conveyances to maintain compliance with terms and conditions to protect health, safety and natural resources;
 - maintain an ongoing program of prevention, detection, and resolution to abate the unauthorized use of the Public Lands; and
 - revoking land withdrawals in support of priority land exchanges and other lands, realty, and mineral actions.
- support community expansion, recreation and public purposes, and important economic development through appropriate land use authorizations and conveyances;
- facilitate the development of energy and non-energy resources through the processing and granting of rights-of-way and temporary use permits;

- eliminate the rights-of-way case backlog and maintain case processing on an average 90 day turnaround;

- develop communication site management plans to reduce costs of administering rights-of-way grants, protect natural resources and individual interests, and provide a wide array of site opportunities;

- operate and maintain the basic Public Land records system of the Federal government to support land title information and natural resource management needs;

- provide modern public lands and resources informational services to the public and other governmental entities;

- improve the Public Land records system through support of automation initiatives (ALMRS/ Modernization and the Eastern States General Land Office Records Project);

- process new withdrawal applications and implement Congressional withdrawals for the management and stewardship of Public Land resources and other Federal capital investments; and

- review other agency withdrawals as mandated by the FLPMA, continue review of waterpower and water storage withdrawals, and continue processing and reviewing withdrawals in Alaska.

❖1995 Program❖

Realty Operations

BLM provides basic and fundamental lands and realty services to the public, State, local and other Federal agencies by processing land use authorizations, adjusting tenure through land exchanges (including supportive lands actions for exchanges such as withdrawal revocations), and completing land disposal actions. BLM also operates the system for maintaining the official Public Land records of the Federal government,

and responds to public inquiries about Public Land status, use and availability. Much of the work is driven largely by public demand for realty services. Adjustments between workloads will occur as public demand shifts.

Land Exchanges

Land exchanges are an essential method of implementing multiple use management objectives by consolidating land ownership and acquiring resource values of public significance. Proposed exchanges have been identified in BLM land use plans and have been determined to be in the public interest by meeting resource objectives for recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

State and private proposals for exchanges that have been identified in BLM land use plans and which support multiple use resource management objectives identified in plans are a primary source of exchange project initiatives. In many western States, as the remaining land entitlements under the state indemnity selection statutes approach completion, state governments are proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.

The *Federal Land Exchange Facilitation Act (FLEFA)* of 1988 provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process.

The final regulations implementing the provisions of this law are scheduled to be issued in 1993. Implementation of the provisions of FLEFA will provide additional opportunities to complete exchanges within the program. The FLEFA regulations will provide guidance for processing exchanges in 1994.

Exchange workload involves preliminary identification of lands, negotiations regarding values, completion of a variety of resource inventories, and resolution of title issues. Because each indi-

vidual exchange involves a variety of complex factors and circumstances, the resource objectives, acreages and values of the offered and selected lands may change as exchange proposals are processed. The use of third party facilitators for exchanges may help maximize the benefits to the BLM and to minimize any perceived negative community impacts.

Land Disposals

BLM plans to offer about 2,500 acres of Public Land for sale under the authority of §203 of FLPMA. This is an decrease of 728 acres over the planned 1994 level. The lands are largely scattered tracts, all of which have been identified as suitable for disposal as a result of BLM land use planning. While exchange is the preferred method of disposal, those lands which are sold must be sold at fair market value as determined by an acceptable land appraisal. They must also be inventoried for resources such as threatened and endangered species and cultural values.

Also, the 1995 program supports a continued effort on land sales in Clark County, Nevada under the Burton-Santini Act, which provides for the offering for sale of not more than 700 acres annually. BLM expects to offer and sell 700 acres in Clark County in 1995.

The 1995 program includes the conveyance of 2,000 acres of Public Land to State governments under the State Indemnity Program. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association. In many of the States, remaining entitlements under the state indemnity selection statutes approach completion. Therefore, a decrease in demand by State governments for indemnity selections is expected in 1995.

In 1995, BLM plans to process 25 Desert Land Entry (DLE) applications. The program continues at a minimal level of processing because of emphasis on higher priority workloads supporting multiple-use objectives.

Land Use Authorizations

Land use authorizations under FLPMA §302(b) provide for private use of Public Lands through lease or permit authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide authorizations needed to meet public demand for uses of Public Lands. In 1994, BLM plans to issue 875 leases or permits.

The BLM will continue to monitor, control, and reduce realty trespass to prevent conflicts with recreation and other authorized multiple uses and to ensure that the Federal Government receives a fair and equitable return for the use of Public Land resources. BLM's trespass abatement program emphasizes prevention through early detection and recordation of suspected unauthorized activities on the Public Lands. An estimated 750 trespass cases will be closed during 1995.

BLM also responds to local and State government requirements for land for community expansion and new public facilities in a timely fashion, primarily through the use of Recreation and Public Purposes Act (R&PP) authorizations. In 1995, 190 R&PP leases will be processed. Regulations implementing the Recreation and Public Purposes Amendments Act have been published and are effective.

Official Land Records

The operation, maintenance and improvement of the official Public Land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the lands and realty program. These records amount to over one billion items or documents and are made available to the public, local and State governments, other Federal agencies, and for BLM management purposes.

Every BLM office makes some basic Public Land records available to the public for review. BLM continues to maintain the manual land record system, including master title plats, historical

indices of land actions, and copies of patents and other pertinent documents about the Public Land and land formerly in the "Public Domain" but now in private ownership. Many of these land records also have great historical value and public interest. In addition, in order to accomplish its program objectives, every BLM program requires accurate information about Public Land availability, status, and use authorizations such as information about mineral leases, use, and availability.

The records maintenance workload involves having the Public Land records available for use, and being responsive to our customers' information requests about Public Land status, use and availability. Other BLM programs (e.g. recreation resources, oil and gas, and mining law administration) also provide direct public information assistance concerning Public Land status and uses.

The general improvement and automation of the BLM's entire Public Land records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as well as all other BLM programs that depend on accurate and up-to-date land records, will become more efficient and effective when ALMRS is fully implemented. In addition, the existing microfilm and paper records systems now in use in most offices will be replaced by the automated system, and thus the land records will become more accessible and usable to the public, other government agencies, the BLM, and private industry.

Until ALMRS is implemented Bureauwide however, the responsibility for maintaining the existing official Public Land records and making them available for use by other programs and our customers continues to be funded largely through the lands and realty program. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and entering data into the On-line Case Recordation and Access (ORCA) system for the ALMRS lands data base are responsibilities within the lands program.

Rights-of-way

Under FLPMA and Mineral Leasing Act provisions, the BLM issues Right-of-way (ROW) grants to authorize the construction, operation and maintenance of a wide range of projects on the Public Land, such as petroleum pipelines, power lines, energy development and distribution facilities, roads, and communication sites.

Rights-Of-Way (ROW) work is funded from a combination of appropriated funds and of fees paid by applicants wishing to use the Public Land for ROW purposes. The ROW fees are made available for use by the BLM through the "Service Charges, Deposits, and Forfeitures" indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (43 U.S.C. 1734(b)), applicants for FLPMA rights-of-way only pay a portion of processing costs.

BLM's ROW workload is divided between case-work and non-case-work functions. Non-case-work actions include functions such as pre-application review, corridor planning, managerial direction, training, and other aspects of program management not directly associated with a specific case. It also includes workload associated with providing information to the holder, resolving disputes regarding the authorization, correcting errors and omissions in past processing actions, processing rental updates, etc. All non-case-work activities are funded in this direct appropriation subactivity.

Casework is the primary workload in the ROW program. Casework includes responding to an application, including preliminary investigations, assessments, and appraisals; developing special stipulations; issuing the ROW grants and/or temporary use permits; and monitoring the authorized ROW. Applicants for ROW uses include individuals, corporations, public and private utilities, associations, and state and local governments. Right-of-way case processing also includes relinquishments, assignments, expirations, and application amendments or withdrawals. In some

cases, the applications are made to authorize an existing but previously unauthorized use.

Greater emphasis is being placed on processing ROW applications and on the reduction of the number of pending ROW cases. The processing of 3,000 new and existing ROW applications and the issuance of 3,100 ROW grants is expected to be accomplished in 1995.

Casework also includes the post-authorization compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often includes construction site visits and post-construction inspections. To the extent allowable under law, the BLM costs of casework such as processing ROW applications and monitoring and compliance reviews of authorized ROWs are recovered by fees collected and made available for use through the "Service Charges" account.

Withdrawal Processing and Review, Classification, and Waterpower Actions

FLPMA requires land withdrawal, reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. Section 204(l) (43 U.S.C. 1714(l)) mandates a comprehensive 15-year review of most withdrawals of Federal lands in the 11 western States, exclusive of Alaska, to be completed by 1991. This deadline was not achieved due to delays caused by the *National Wildlife Federation v. Burford, et al.* lawsuit which precluded withdrawal review processing for over 5 years between 1985 and June 1990, and because of reduced funding levels resulting from the protracted delay.

In June, 1990, the U.S. Supreme Court issued a decision in the *National Wildlife Federation v. Burford, et al.* lawsuit which resolved this long-standing issue. The BLM is now implementing a new two-phase process for withdrawal review and implementation. This process involves an

initial review phase and a subsequent implementation phase. A final policy statement was issued to BLM field offices in October, 1991. Using this new process, the BLM is scheduled to complete the review phase for withdrawals subject to FLPMA review by September 30, 1998, provided necessary funds are received. During the subsequent implementation phase, the BLM will identify management prescriptions, through land use planning, for lands and resources that return to BLM administration as a result of withdrawal review. In 1994 BLM expects to complete additional withdrawal review cases with requested increased funds. In 1994, the BLM will also process 100 withdrawal cases to protect Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of land between Federal agencies.

Waterpower activities involve the identification and evaluation of Federal lands with significant water and power potential. In 1994, 24 waterpower cases will be reviewed. This review will provide land managers with information to ensure that potential water and power site information is included in land use plans.

◆1995 Program Increase◆

Table XVIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	29,494	+1,150
FTE	557	+15

The 1995 Budget Request is \$29,494,000 and 557 FTE, a program increase of \$1,150,000 and 15 FTE. Program increases are requested on the basis of the following:

Realty Operations: +200,000; (+2 FTE)

BLM State Offices have identified an increased level of activity associated with Recreation and Public Purposes Act applications for leases and

patents. These actions are in support of State and local jurisdictions identifying parcels which they propose to use for the local public benefit, such as recreational facility development. Detailed review of the plans for their feasibility and environmental impacts are necessary before approval.

Land Exchanges: +\$500,000; (+8 FTE)

At the 1995 Budget Request level, an increase of \$500,000 and 8 FTE will be used to continue the expansion of the land exchange program. These funds will be used primarily to deal with relatively complex land exchanges which states are identifying to enhance sensitive resource protection. There are also some opportunities to facilitate exchanges which will benefit other Federal agencies. The BLM and the Department use land exchanges as an integral part of a Department-wide land management strategy. This reflects a budget and policy emphasis to use land exchanges, along with fee purchase through the Land and Water Conservation Fund, as the joint means for adjusting land ownership patterns and improving the manageability of surface jurisdictions. The emphasis under this strategy is a balanced approach of land acquisition and land exchanges to improve the land ownership configuration of the Federal lands. Exchanges do take time and effort and can be combined with land purchases to produce a beneficial result. The Idaho land exchange is a multi-year effort involving the BLM, the FWS, and the Potlatch Corporation is a good example of this type of strategy at work.

Land Disposals: +\$100,000; (1 FTE)

The program increase of \$100,000 and 1 FTE will be used to provide additional emphasis on completing State indemnity selections. As states have approached completion of the selection of lands to which they have entitlement, issues involving those selections have become more complex. It is in the public interest to resolve these issues to facilitate management of a stable resource base for State and Federal governments.

Table XIX Lands, Realty & R/W Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual (rounded)	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Exchanges (000s acres) -State	7	10	10	0
-Private	110	150	180	+30
Desert Land Entries (# cases)	31	27	25	-2
Public land sale offerings (acres)	2,845	3,228	2,800	-728
Burton-Santini Act lands offered (acres)	5,314	40	700	+660
State indemnity selections (acres)	1,616	1,439	2,000	+561
Recreation and Public Purposes leases & patent applications (# cases)	100	112	190	+78
Permits (# cases)	1,437	1,270	1,100	-170
Realty Trespass (cases closed)	839	666	750	+84
R/W Grants:(# issued/modified)	3,142	3,036	3,100	+64
R/W Cases (# of cases processed)	2,588	2,998	3,000	+2
R/W Trespass (# of cases processed)	195	161	180	+19
Withdrawal processing (# cases)	83	113	100	-13
Withdrawal review (# cases)	482	469	400	-69
Classification review (# cases)	68	13	5	-8
Waterpower classifications (# cases)	13	19	24	+5

Note: Much of the workload is public demand driven. Therefore, actual units of accomplishment may vary from estimates depending upon current public demand for particular case types and actions.

Rights-of-Way: +\$350,000; (4 FTE)

The program increase of \$350,000 and 4 FTE will be used for processing additional rights-of-way applications and grants as well as providing additional capability to the field to detect and resolve trespass cases. Some of the costs may eventually be recovered as some of the trespass cases have revenue generating potential.

Justification of Program and Performance

Activity: Lands and Realty Management **Subactivity: Alaska Lands**

Table XX Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	14,772	+108	-250	14,680	-142
(FTE)	238	0	-4	234	-4

❖Authorizations❖

The Alaska Statehood Act of 1958, as amended (48 U.S.C. Chap. 2 note) provides for the admission of the State of Alaska into the Union and authorizes and directs the Secretary of the Interior to convey approximately 104.5 million acres of Public Land to the State.

The Alaska Native Claims Settlement Act (ANCSA) of 1971, as amended (43 U.S.C. 1601 et seq.) authorizes and directs the Secretary to withdraw, to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification, and to convey approximately 44 million acres to Alaska Native corporations. The Act also provides broad exchange authority to facilitate the purpose of the Act.

The Alaska National Interest Lands Conservation Act (ANILCA) of 1980, as amended (16 U.S.C. 3101 et seq.) provides for the designation, management, and conservation of certain Public Lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes. The Act also contains broad exchange authority to facilitate the purposes of the Act.

The Indian Allotment Act of 1906, as amended (43 U.S.C. 270) provided up to 160 acres to be conveyed to Alaska Natives.

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1701 et seq.) authorizes the Secretary of the Interior to:

- prepare and maintain inventories of all Public Land and resources (§1711);
- sell a tract of Public Land if the sale of such tract meets certain disposal criteria (§1713);
- exchange Public Land if the public interest will be well served by making that exchange (§1716);
- convey Federally-owned mineral interests to the surface owner (§1719);
- convey omitted Public Land to a qualified occupant if it is in the public interest to do so (§1721);
- manage the use, occupancy, and development of the Public Lands through leases and permits (§1732); and

- protect and manage Public Land against willful and knowing violation of regulations, including trespass (§1733).

The Recreation and Public Purposes Act of 1926, as amended, (R&PPP) (43 U.S.C. 869) authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

The Act of August 30, 1949, as amended (43 U.S.C. 687b) authorizes the Secretary to dispose of Public Land and certain withdrawn Federal land in Alaska that are classified as suitable for housing and industrial or commercial purposes.

The Wild and Scenic Rivers Act of 1968 (16 U.S.C. 1277) authorizes the Secretary to exchange or dispose of suitable Federally owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

The Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215) authorizes conveyance of lands to public agencies for use as airports and airways;

The Alaska Railroad Transfer Act of 1982 (45 U.S.C. 1201) authorizes the Secretary of Transportation to transfer rail properties of the Alaska Railroad to the State of Alaska.

The Indian Self-Determination and Education Assistance Act, as Amended (25 U.S.C. 450) provides for non-competitive contracts, grants, or cooperative agreements entered into between a tribal organization and the Federal government for the planning, conduct and administration of programs which enhance Indian educational achievement or provide other Federal services more responsive to the needs and desires of those communities.

◆Objectives◆

The major objectives of the Alaska lands program are to:

- utilize the Patent Plan Process to fulfill land entitlements to Native corporations and the State of Alaska by completing adjudication of and patents of lands and by issuing certificates (land titles) to qualified Alaska Native allotment applicants upon survey;
- conduct land exchanges, as required by Congress and in support of other Federal agencies, to improve the overall land management pattern for the Department of the Interior in Alaska;
- continue the transfer of land for the Alaska Railroad and Alaska Townsite programs;
- manage easements reserved under ANCSA, and continue priority implementation of the ANCSA §17(b) Easement Management Program;
- support the development of Automated Land and Mineral Records System (ALMRS) to meet the needs of Alaska conveyance and land management programs, and implement the Bureauwide ALMRS initiatives;
- continue a program of inventory, recordation and abatement of realty trespasses in Alaska;
- assist and cooperate with the State of Alaska to resolve final State selections, entitlement issues, and matters of common interest; and
- provide leadership and assistance to ANCSA Native corporations in matters of common interest, finalizing land entitlements, prioritizing land selections, resolving underselections, and completing the transfer of priority lands.

◆1995 Program◆

BLM's Alaska Lands workload is multi-faceted with many mandates that affect the management of approximately 90 million acres of land in the State of Alaska by BLM. Program emphasis is on accelerating the survey and land transfer process to meet congressionally mandated land entitlements; and empower state and Native land owners to manage their lands and resources. Added emphasis will be placed on improving the use of the Patent Plan Process to increase outputs and improve service to the State of Alaska, Native corporations, and the public at large.

BLM also prepares navigability reports, is completing transfer of the Alaska Railroad land to the State, administers the townsite trustee program, manages ANCSA 17(b) easements, processes land use authorizations issued under appropriate laws, recovers title to approximately 1,400 parcels of land for reconveyance to Native allottees, and supports automation and modernization initiatives under this program. Other actions include support to effectively implement Departmental and BLM program initiatives and to support resource management planning for the Public Land in Alaska.

Conveyance Program/Patent Plan Process

The State of Alaska and Native corporations continue to emphasize the issuance of patents to surveyed lands and attention to special or economic need conveyance actions. Native allotment survey and transfer workload also remains a priority.

The 1995 program focus will be on maintaining a zero backlog of patentable acres and adjudicated certificates of allotment, on assisting the State and Natives in finalizing entitlement selections Native allotment title recovery actions, providing support to cadastral survey, and performing on-the-ground management of the Public Lands, including 17(b) easement identification and management.

By the end of 1994, title transfers to Alaska Native corporations by Interim Conveyances (IC) and patents granted will total 37.5 million acres, or approximately 82 percent of their total entitlement. Alaska Native corporations will have received patent to 14.5 million acres, or 32 percent of their entitlement.

By the end of 1994, title transfers to the State of Alaska involving both patents and Tentative Approvals (TA), are expected to be more than 89.6 million acres, or 86 percent of the State's total entitlement. This total will include 37.6 million acres of patented land.

Table XXI Alaska Conveyance Program Patent Accomplishments (Acres patented in millions & tenths).

	Pre-1988	1988	1989	1990	1991	1992	1993	1994
Native Corporations								
Annually	---	1.6	0.8	3.0	1.7	1.7	1	1.3
Cumulative Total	5.1	6.7	7.5	10.5	12.2	13.9	14.9	16.2
State of Alaska								
Annually	---	2.7	1.3	0.6	0.6	0.6	0.5	.3
Cumulative Total	31.0	33.7	35.0	35.6	36.2	36.8	37.3	37.6

In 1995, BLM plans to patent a total of 1,500,000 acres to Alaska Native corporations, patent 500,000 acres and TA 2,000,000 acres to the State of Alaska, issue 600 Native allotment certificates, and complete 25 "Aguilar" cases.

The resolution of Native allotments is a complex adjudicative process which requires more expensive field time in the logistically complex Alaska work environment, and requires extra coordination efforts with the Native allottees. Approximately 6,400 Native allotment parcels await survey and/or issuance of certificates of allotment.

Implemented initially in 1986, the Patent Plan Process (PPP) is an ongoing process which facilitates the survey and transfer of lands in an efficient and cost effective manner, considering the remote and dispersed nature of the lands involved. The PPP identifies and schedules work by geographic windows to direct a concentrated work effort to complete lands adjudication, cadastral survey of inholdings and conveyance boundaries, and subsequent patent issuance.

The Patent Plan Process will continue to involve the resolution of "Aguilar hearing cases," another type of Native allotment. "Aguilar hearing cases" involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee.

The Alaska Townsite Program is nearing completion and only residual work remains. Approximately 50 townsite deeds will be issued, covering the remaining 5 townsites. This program should be able to be sunset in 1995 or 1996.

Work on completing the transfer of the Alaska Railroad land to the State of Alaska will continue. Railroad lands will be transferred as survey plats are provided. This transfer should be completed in 1995 or 1996.

Other Realty Actions

- *Easements.* Section 17(b) of the *Alaska Native Claims Settlement Act of 1971 (ANCSA)* (43 U.S.C. 1601 *et seq.*) authorizes the Secretary to reserve certain public easements across Native lands and along major waterways in Alaska to guarantee access to publicly owned lands. Easements are reserved in conveyance documents to the respective Native corporations and are specifically identified by location, width, and authorized uses by BLM. There are approximately 3,958 miles of easements and 266 sites which currently require management by the BLM. In addition, other Federal agencies are concerned with the management of those easements providing access to land under their jurisdiction. The easements were inventoried through a coordinated effort by the National Park Service, Fish and Wildlife Service, and BLM. In 1994, BLM will complete the transfer of management responsibility for certain easements to other Federal agencies (Park Service, Fish and Wildlife Service, Forest Service, etc.) as appropriate to consolidate management on BLM high use and other priority areas.

- *Realty Actions.* BLM will process most public demand lands cases involving the issuance of FLPMA leases, permits, sales, and recreation and public purpose leases and sales, on a pipeline basis using funds allocated from the Lands, Realty, and Right-of-way Management subactivity; however, support to the Patent Plan Process will receive first priority. Issuance of land use authorizations continues to receive priority over compliance monitoring of previously granted authorizations.

In October 1986, the Alaska settlement laws expired pursuant to FLPMA §702 and §703. The BLM will continue appropriate actions to process or field examine the remaining claims under the settlement laws and render a final decision to reject, close, initiate government contest, or issue patent for such claims.

- *ADP Modernization.* Maintenance and support of the Automated Land and Mineral Records System

(ALMRS) in Alaska is a high priority activity required for the land conveyance and land management programs. Compatibility and integration of Alaska data and processes with the Bureauwide Automated Land and Mineral Records System (ALMRS) is an absolute requirement.

- *Exchanges.* The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. In 1995, only high priority land tenure adjustment cases will be processed.

◆1995 Program Decrease◆

Table XXII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	14,630	-250
(FTE)	234	-4

The 1995 Budget Request is \$14,630,000 and 234 FTE, a program decrease of \$250,000 and 4 FTE from the 1994 Enacted Level.

Funds which had been spent on lands work under the authority of FLPMA, the Recreation and Public Purposes Act, and other actions which are applicable to lands outside Alaska will no longer be funded by the Alaska Lands subactivity. Those activities will be funded through the Lands, Realty, and Rights-of-Way Management subactivity. Such actions include many rights-of-way, occupancy and use cases, unauthorized use, and Recreation and Public Purposes leases and patents. This limits program decreases to \$250,000 and 4 FTE for Alaska Lands. The reduction will result about 225 fewer parcels being transferred to State and native Corporations in 1995.

Table XXIII Alaska Lands Workload Accomplishments 1993, 1994, 1995

Workload Measure ¹	1993 Actual	1994 Enacted To Date	1995 Budget Request	Changes From 1994 (+/-)
Native corporation patents (000 acres)	956	1,300	1,300	0
State patents (000 acres)	506	300	250	-50
Native allotments (parcels)	750	750	600	-150
Title resolution (cases)	20	15	15	0

¹ Some workload measures were previously funded by Alaska lands funds. Those actions will be funded by the Lands, Realty, and Right-of-Way Management subactivity.

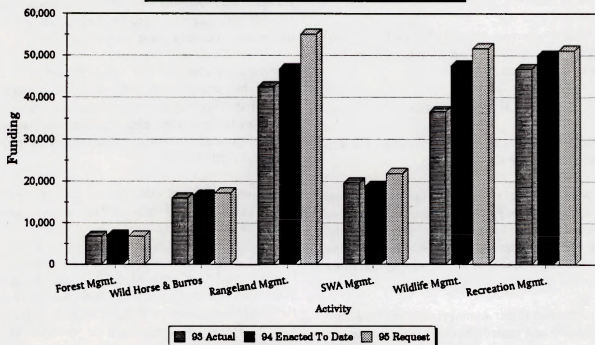
Activity Summary

Activity: Renewable Resources Management

Table XXIV Activity Summary (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Forest Management	6,737	7,007	-228	0	6,779	+228
Wild Horse and Burro Management	16,020	16,703	+31	+500	17,234	+531
Rangeland Management	42,530	46,749	+347	+8,000	55,096	+8,347
Soil, Water and Air Management	19,592	18,796	+114	+2,930	21,840	+3,044
Wildlife Habitat and Fisheries Management	36,565	47,531	+233	+3,950	51,714	+4,183
Recreation Management	46,722	49,903	+273	+1,010	51,186	+1,283
Recreation Operations	1,438	1,462	0	0	1,462	+0
Total	169,604	188,151	770	+16,390	205,311	+17,160

Renewable Resources Management *Dollars in Thousands*



Justification of Program and Performance

Activity: Renewable Resources Management Subactivity: Forest Management

Table XXV Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change from 1994 (+/-)
\$	7,007	-228	0	6,779	-228
FTE	110	0	0	110	0

❖Authorizations❖

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1711, 1732) provides for the management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of Public Land resources and other values.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

❖Objectives❖

The BLM objectives in the management of forested ecosystems are the following:

- provide for forest ecosystem diversity and sustainability while producing a sustained yield of multiple forest products, including recreation and other non-consumptive values, which contribute to community stability and the meeting of national demand for such values;
- ensure that forest management practices are both fiscally and environmentally responsible and

are consistent with the RMPs, applicable laws and regulations, and that monitoring of contract operations is conducted to ensure compliance with stipulations governing environmental protection and consistency with plans, safety regulations, and payment schedules;

- support the protection and management of habitat for threatened or endangered species, conduct and support research and studies to provide species protection, and help develop and implement recovery plans as appropriate;
- maintain sustainability of future timber harvest levels by successfully reforesting harvested, burned or otherwise denuded forest land utilizing site preparation, tree planting and plantation protection, and intensive practices such as thinning and fertilization;
- receive fair market value for the sale or use of forest products, and prevent, investigate, and eliminate unauthorized use;
- assist in the improvement of anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future" and maintain or enhance the

fisheries potential of anadromous fish streams in Pacific Coast drainages;

- ensure natural abundance and diversity of habitats to assure sustainability of wildlife resources on the Public Land as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife habitat conditions;
- assist in the maintenance and improvement of wetland, riparian, aquatic, and terrestrial habitats for plant, fish, and wildlife species and communities, including T/E plant and animal species occurring on forested lands;
- monitor ecological impacts and resource trends to determine effectiveness of mitigation measures in protecting ecosystem function, form, and sustainability, and to ensure compliance with Federal and State laws and regulations including the State nonpoint source management plan; and
- to use the BLM planning system to make land use allocations, environmental assessments, and specific land management objectives and uses.

❖1995 Program❖

Public Lands Forestry

BLM is responsible for the management, development, and protection of approximately 45 million acres of forest land in 11 western States and Alaska (excluding western Oregon). An estimated 9 million acres are forest lands of commercial timber capability, including a potential 7 million acres in Alaska, and 36 million acres are woodland. These forested lands are uniquely woven throughout the Public Land.

The health of wildlife habitat and fisheries within the forest ecosystem are part of the biological diversity on the Public Land. Managing for biological diversity considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape, in combinations that form the many unique natural communities and the variety of ecosys-

tems found in the natural world. The streams, rivers, springs, lakes, and reservoirs on the Public Land are influenced by forest vegetation, and provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. BLM forest lands provide important habitats for many of the nearly 3,000 species of wildlife and fish, and for many of the over 1,000 federally listed threatened, endangered, or candidate plant and animal species. Anadromous Fisheries habitat occurs in over 13,000 miles of spawning and rearing streams (for salmon and steelhead trout) on the Public Land in Alaska, California, Idaho, Oregon, and Washington. Habitat for resident trout and warm water and resident trout species also provides important social and economic benefits to local communities. Preserving existing habitat, restoring degraded habitats and participating in recovery planning are high priority responsibilities.

Our management and understanding of forest resource interrelationships continues to change in response to new information and public values. For example, meeting the national demand for raw material such as timber products, continues to be a mainstay of the forestry program. However, timber production objectives are considered in tandem with the demand for other forest ecosystem values such as wildlife habitat, visual resources, water quality, etc.

Commercial Forest Land Management

The CFL acres are the primary source of commercial sawlogs from BLM administered land. Other products, such as fuelwood, posts, and poles, are also sold from CFL acres where there is a market for these products. These areas are located primarily in California, Colorado, Idaho, Montana, Oregon, and Wyoming. Due to incomplete inventory data, the acreage of operable CFL in Alaska is unknown. Lands in western Oregon are currently under review pending completion of RMPs. Table XXV shows the distribution of commercial forest land (CFL) excluding Western Oregon, and current Allowable Sale Quantity (ASQ) by State

except for Alaska where final decisions have not yet been made.

Table XXVI Commercial Forest Land (CFL), (Acres 000s)

State	Total CFL ¹	Operable CFL ²	ASQ (MMBF)
Alaska	7000	-	-
California	241	142	6.5
Colorado	470	174	5.2
Idaho	396	276	16.5
Montana	377	240	11.0
Oregon (E.) ³	220	220	17.1
Wyoming	218	149	6.7
Total	8,933	1,201 ⁴	65.0

¹ Preliminary estimate subject to final inventory.

² Acres that produce 20+ cubic feet/acre/yr and identified in management plans for timber harvest

³ Excludes public domain land intermingled with the Oregon and California Grant Lands in western Oregon.

⁴ Approximately 7,732,000 acres are currently excluded or withdrawn from the CFL base for other designations such as wilderness or for protection of other resource values (wildlife, site fragility, etc.)

issued represents a substantial public service. For many Native American groups or other rural communities, BLM woodlands provide fuel wood for home heating or cooking.

Table XXVII BLM Woodlands Distribution by State (Acres 000s).

State	Woodlands ¹
Alaska	15,000
Arizona	1,240
California	386
Colorado	3,534
Idaho	385
Montana	138
Nevada	6,210
New Mexico	1,721
Oregon, Eastern	286
Utah	6,417
Wyoming	207
Total	35,524

¹ acres that produce less than 20 feet³/acre/yr and are identified in Management Plans for forest products.

Woodland Management

Woodlands are forest communities which generally occupy more arid sites and are primarily comprised of tree species or sizes that are not suitable for commercial sawtimber. These lands are a natural part of the ecosystem providing a transition between shrub and grass land communities to more heavily forested areas. Woodlands occur in the arid and semiarid environments of the great basin, intermountain, and desert southwest and are a source of a variety of products such as fuelwood, posts/poles, Christmas trees, and pine nuts. Woodlands contain many archaeological sites thus attesting their historical importance to Native American cultures.

Table XXVI shows acres of woodlands by state. Woodland products are either purchased by individuals for their own use to small businesses that resell them to individuals. Free-use permits are available from BLM for nonprofit groups or organizations. Approximately 4000 permits are issued annually. The large quantity of permits

Timber Salvage

Drought conditions over the past several years have increased the occurrence and effects of forest wildfire and the subsequent death of trees. The drought conditions also contributed significantly to the occurrence and severity of insect outbreaks with resultant bug-killed timber. In order to minimize loss of merchantable volume and to improve forest health conditions, the BLM has placed priority on the salvage of timber in insect outbreak and fire salvage areas. In 1993, the Forest Ecosystems Health and Recovery Fund was established to promote forest health including salvage and reforestation efforts. Further information on the BLM's 1995 planned salvage effort is covered in the Forest Ecosystems Health and Recovery Fund permanent appropriation.

Forest vegetation has a significant impact on many resources. The density and structure of forest cover influences land use by many forms of animal and plant life. Historically, natural events

such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management practices, managers can closely replicate these natural events to accomplish planning objectives. Under the principles of multiple-use, sustained yield, and environmental sensitivity, forest management practices can emulate natural conditions within forest ecosystems and provide sustainable levels of commodities.

Resource Evaluation

In 1990 a strategic plan "*Forests; Our Growing Legacy*" was designed to improve BLM's capability and effectiveness in addressing a new philosophy in forest management practices. The strategic plan emphasizes overall forest ecosystem management while providing for the harvest of commercial timber and other forest products. Implementation guidelines were completed in 1991. This document complements other BLM strategic plans including *Fish and Wildlife 2000*, *Recreation 2000*, and the *Riparian/Wetlands Initiative*. This forest management strategy is an essential link to these other BLM programs and strategic plans, and reflects the new forest policy of managing from a forest ecosystems perspective.

The major evaluation processes included in forest management are:

- **Timber Sale Planning** includes collection of inventory data, identifies the need for physical and legal access; cadastral survey requirements; multiple use objectives, constraints, and planned mitigation; and completes the environmental analysis.
- **Monitoring and Review** includes field review and data collection on completed sales and projects to insure compliance with plans and to identify follow up requirements.

Towards achieving more integrated management, the Bureau will draft a "Forest Ecosystem Inven-

tory System" more responsive to the needs of ecosystem management.

President's Forest Plan for the Pacific Northwest

On July 1, 1993 the President announced a blueprint for forest management and economic development designed to strengthen the long-term economic and environmental health of the Pacific Northwest Region. While for BLM the major focus of the Plan is in western Oregon, it also addressed BLM forest lands in northern California. The Forest Plan, which includes 10 options, is patterned after the preferred Option 9 of the Forest Ecosystem Management Assessment Team (FEMAT) report, and sets a new direction in land and forest management for the federal agencies in the Pacific Northwest and northern California. This Region encompasses BLM managed land in western Oregon and northern California which provide spotted owl habitat.

The Plan addresses environmental concerns while concurrently meeting the economic adjustment needs of communities. Objectives of the Plan include:

- **Ecosystem Restoration and Economic Development Opportunities:** To help off set reductions in timber harvest, provide immediate stimulus to local economies and employment through projects designed to restore impaired ecosystems.
- **Ecosystem Management:** Shift away from a narrow focus on timber harvest activities to a broader ecosystem approach to strengthen wildlife and fisheries management, riparian protection, soil, and watershed management, community involvement, experimentation, education and partnerships, recreation management and tourism support, as well as to provide for greater protection of biological processes and functions in the forest ecosystem.
- **Watershed Based Planning and Management:** Shift away from an approach based on protecting areas inhabited by specific species or forest type,

to a new focus for forest planning based on watersheds and "physiographic provinces" that bases management on the unique ecology of each region.

- **Adaptive Forestry:** Identification of Adaptive Management Areas (AMA) for ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future.

- **Sustained Yield Management:** Provide for a sustainable timber harvest annually on Northwest owl Forests.

- **Coordination and Information Sharing:** Establish a new inter-agency Geographic Information System data base designed to enable interagency coordination and landscape management by assuring compatibility of hardware and software to the maximum extent possible, and to developing common data standards.

For more detailed information on the President's Forest Plan initiative, see the O&C Appropriation Justification.

Resource Improvement and Maintenance

Historically, traditional forest development treatments have been directed at promoting maximizing conifer establishment and growth. Ecosystem management concepts today involve a redesign of these treatments and the development of new techniques in order to optimize multiple resource objectives. Activities include encouraging the development of multi-layered forest canopies, creating or improving specific wildlife/fisheries habitats, species diversity, and watershed conditions. Examples include reestablishing forests in riparian zones, promoting mixed conifer/hardwood stands, and in identifying and/or creating snags for cavity dwelling species.

Forested areas embody riparian zones along several hundred miles of BLM managed streams that flow through managed forest areas. Forest

management activities are done in conjunction with riparian management and often enhance such. For example, researchers now know that large woody debris (logs and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to instream habitat quality needed for trout and salmon, particularly juveniles. The forestry management program is intimately involved in ongoing riparian restoration work to accelerate habitat restoration through planting of conifer species along riparian zones or through the placement of woody debris.

Forested areas embody numerous wetland habitats that support a wide diversity of plant and animal species unique to the region. Forest management activities are coordinated to insure wetland objectives are met.

Forest Products

The harvest of forest products is increasingly being planned to enhance other resource uses. Major steps included in marketing timber include:

- **Sale Preparation** includes sale layout, access acquisition, road design, timber cruising and appraisal, economic assessment, contract preparation, and sale advertising.

- **Sale Administration** involves conducting the sales, awarding the contracts, and administering the contracts to ensure compliance with the terms of the timber sale contract.

- **Reforestation and Forest Development** identifies silvicultural practices needed to re-establish or maintain desired forest structure, diversity, and sustained future growth.

For 1995, BLM plans to offer 55 million board feet of timber for sale on Public Lands (outside of western Oregon) under the commercial sale program. Associated work includes site preparation,

reforestation, and timber stand improvement. BLM will continue to refine its woodland inventory data, and expand the variety of woodland

Table XXVIII Estimated Volume Sold, Harvested, and Sale Price FY 1994-95

FY	Total volume sold & harvested		PD harvested & Federal Receipts		
	MMBF (sold)	MMBF (cut)	\$/MBF	MMBF (cut)	Receipts (\$000s)
94	85	189	113	55	6,215
95	295	219	128	55	7,040

products sold. Demand work associated with issuing permits for other forest products will also be accomplished.

Selling woodland products involves most of the same activities as selling commercial timber. The activities are: (1) establishment of product harvest areas; (2) support activities such as environmental analysis and archaeological surveys; (3) sale and issuance of permits; and (4) field compliance monitoring. The following table shows the total value of all timber and non-timber forest products sold on lands administered by the BLM was nearly \$7.9 million (excluding Western Oregon).

Sawtimber made up most of the volume of disposed timber. Sale of non-timber forest products and other vegetal materials brought in about \$300,000 Bureauwide. Non-timber products include Christmas trees, pinyon nuts, wildlings, boughs & greens, and native plants such as cactus, yucca, Joshua trees, moss, etc. In a typical year, approximately 44,000 cords of fuelwood, 102,000 posts or poles, 58,000 Christmas trees, and 219,000 pounds of boughs and miscellaneous greenery are sold. In addition, other products commonly sold include pine nuts, seedlings, cactus, cones, and about 25 other products.

Reforestation of Backlog Acres

Although 10,000 acres of previously identified backlog have been reforested, approximately 10,000 acres remain. Most backlog acres are not the result of past logging by BLM. They are more often the result of past natural events or were acquired in a non-stocked condition. Current fund-

ing levels are not sufficient to achieve a complete reduction of backlog acreage. In addressing funding needs, a higher priority is given to accomplishing reforestation on newly deforested areas to avoid creating additional backlog acreage. With the 1995 Budget level, the BLM will accomplish about 1,500 acres of reforestation, an estimated increase of 262 acres over 1994 levels. Also, the Bureau will accomplish about 1,500 acres of reforestation, an estimated increase of 262 acres over 1994 levels. Also, the Bureau will accomplish 700 acres of timber stand improvement, an increase of 35 acres over 1994.

Columbia and Snake River Basin Management

In 1988, strategies were developed for achieving anadromous fisheries improvement goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluating 3,480 miles of streams; improving 464 stream miles through various land management practices in order to increase production of salmon and steelhead by 172,000 fish annually; preparing 15 cooperative habitat management

Table XXIX Sale of Forest Materials from BLM Administered Lands (Awarded 1993)

Administrative State	Product	Units	Total Sale Price
Alaska	Timber Products	Volume 0.6 MMBF	\$5,415
	Non-timber Products	varies	-
	Total AK		\$5,415
Arizona	Timber Products	Volume 0.3 MMBF	\$3,380
	Non-timber Products	varies	\$48
	Total AZ		\$3,428
California	Timber Products	Volume 10.1 MMBF	\$2,810,379
	Non-timber Products	varies	\$651
	Total CA		\$2,811,030
Colorado	Timber Products	Volume 3.9 MMBF	\$134,873
	Non-timber Products	varies	\$41,705
	Total CO		\$176,578
Idaho	Timber Products	Volume 7.0 MMBF	\$738,044
	Non-timber Products	varies	\$1,336
	Total ID		\$739,380
Montana	Timber Products	Volume 7.1 MMBF	\$1,231,101
	Non-timber Products	varies	\$8,615
	Total MT		\$1,239,716
Nevada	Timber Products	Volume 3.6 MMBF	\$44,843
	Non-timber Products	varies	\$68,510
	Total NV		\$113,353
New Mexico	Timber Products	Volume 2.9 MMBF	\$41,104
	Non-timber Products	varies	\$8,353
	Total NM		\$49,457
Oregon (Eastern ¹)	Timber Products	Volume 4.6 MMBF	\$2,346,002
	Non-timber Products	varies	\$3,675
	Total OR		\$2,349,677
Utah	Timber Products	Volume 4.5 MMBF	\$46,271
	Non-timber Products	varies	\$34,842
	Total UT		\$81,113
Wyoming	Timber Products	Volume 3.1 MMBF	\$286,374
	Non-timber Products	varies	\$7,345
	Total WY		\$293,719
Total All States			\$7,862,865

plans, and monitoring of high priority habitats.

In 1992, BLM started receiving additional funds for anadromous fish habitat improvement work on the Columbia and Snake River Basins in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. This funding enabled the BLM to begin implementing priority actions associated with the *Columbia and Snake River Basin Anadromous Fish Management Plan*. Objectives include streamside and fisheries improvement projects, such as aspen planting and juniper thinning. Efforts will be focused on areas with endangered fish runs. The planting of aspen and other species provide vegetative structure in the riparian zone, stream bank stability, and as trees die are important in creating in-stream structure. The thinning of juniper in upland areas will increase available water without increasing

overland flows. These efforts will go along way toward increasing water quality and quantity, reducing water temperatures and improving spawning and rearing habitat for endangered fish runs. In this program for 1995, a continuing effort of \$550,000 is in direct support of the Columbia-Snake River Anadromous Fish Habitat Management Plan. Watershed planning, development, and maintenance provide for stabilizing soils, improving watershed conditions, and overall, insuring the sustainability of riparian and aquatic resources. Similarly, the water transport system from the mountains to the ocean, provides continuity throughout the landscape. The water transport system flows through or from forested areas and provides critical living corridors for fish and wildlife species. As stated forest resource management activities will be planned and carried out in an interdisciplinary manner helping to ensure the achievement of multiple objectives, and a sustainable environment.

Table XXX Timber Management Workload Accomplishments 1993, 1994, 1995 (excluding western Oregon).

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Timber offered for sale (MBF)	47,700	55,000	55,000	0
Site Preparation (acres)	1,739	3,076	2,000	-1,076
Reforestation (acres)	1,825	1,238	1,500	+262
Timber Stand Improvement (acres)	550	665	700	+35

Justification of Program and Performance

Activity: Renewable Resource Management **Subactivity: Wild Horse and Burro Management**

Table XXXI Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change from 1994 (+/-)
\$	16,703	+31	+500	17,234	+531
FTE	157	0	+5	162	+5

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes the maintenance of an inventory of Public Land resources, requires land use planning and authorizes collection of service charges to finance the costs of certain applicant related activities.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) provides for the management, protection and control of wild horses and burros on Public Lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

The Federal Grant and Cooperative Agreement Act of 1977 (41 U.S.C. 501) distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes

government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

◆Objectives◆

The main objectives of this program are to:

- perpetuate and protect self sustaining wild horse and burro populations and their habitat to maintain a thriving, natural ecological balance as outlined in the *Strategic Plan for Management of Wild Horses and Burros on Public Land*;
- ensure humane care and treatment of excess wild horses and burros;
- establish and maintain partnerships and cooperative relationships to benefit wild horses and burros; and
- increase and maintain professional capability, leadership and service to the public concerning wild horse and burro management.

◆1995 Program◆

In June, 1992, the BLM completed the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. This plan outlines the direction of the wild horse and burro program through the end of the century. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establishment of coordinated interdisciplinary herd management plans. There are currently, about 46,500 wild horses and burros on Public Land. The distribution of these animals by state is shown on the figure titled "Wildhorse and Burro Populations".

Wild Horse and Burro Management

Wild horses and burros typically occupy rangeland areas on the Public Lands in common with wildlife and livestock. The long-term numbers of each group that can be properly sustained in each area is determined through the land use planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions made during planning are subsequently monitored and adjusted, if necessary. Livestock numbers are adjusted and wild horses and burros are removed when necessary to maintain a thriving, natural ecological balance. The BLM coordinates closely with State wildlife agencies responsible for managing big game species to ensure wildlife populations are maintained at levels consistent with allocation decisions and resource capabilities.

Resource management plans have been completed on about 75 percent of the Public Lands with wild horses and burros. Based on these plans, we anticipate that the appropriate management level of wild horses and burros to be about 28,000 to 30,000 animals. The appropriate management level is the number of wild horses and burros the Public Lands can sustain in conjunction with use by livestock and wildlife. Assuming a 15 percent annual rate of increase in the number of animals currently on the Public

Land, and the removal of 9,200 animals in 1994, the estimated population of wild horses and burros will be about 44,400 by the beginning of 1995.

The ability to attain a thriving, natural, ecological balance, as required by the Wild Free-Roaming Horse and Burro Act, is primarily dependent on the capability to control wild horse and burro populations through removal of excess animals. At the 1995 funding level, the BLM will remove 9,900 horses and burros from the range, an increase of 700 animals over 1994. These animals, less a small percentage which are injured or die prior to being adopted, will be adopted to the public.

In removing wild horses and burros from the range, the BLM will continue its selective removal policy whereby only young easily adoptable horses are removed from herd areas. This policy reduces overall program costs by reducing the need to train horses through the prison system or to maintain older unadoptable horses in sanctuaries. If unadoptable animals are gathered, they are returned to herd areas rather than being prepared for adoption or held in other facilities.

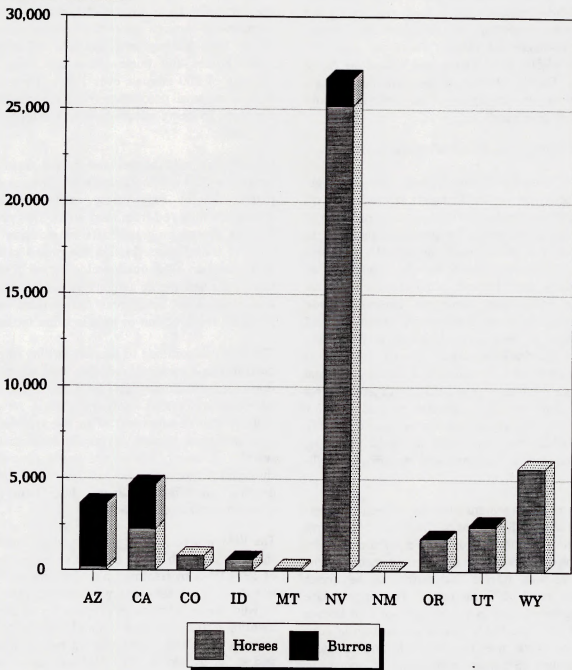
The BLM will continue to support fertility control measures as a means of reducing herd reproduction rates. Preliminary data from the 1992/1993 pilot fertility control study initiated in Nevada indicate that development of an effective single-shot, multi-year vaccine will require additional research. Research efforts are being continued through the National Biological Survey in 1994 to develop an effective single shot, multi-year immuno-contraceptive vaccine.

The BLM will conduct a pilot study to evaluate this new research in the late fall or early winter of 1994/1995 by treating up to 500 mares. The Nevada BLM will also continue to support studies of wild horse behavior in preparation of implementing fertility management and to evaluate the impacts of selective removals on herd behavior and social dynamics. The BLM will also implement behavioral studies on any new fertility

Wild Horse and Burro Populations

As of the end of FY 1993

Number of Animals



control pilot projects. The 1995 Budget includes \$200,000 for the capture and handling of animals to be treated for fertility control and for follow-up monitoring and evaluation.

Care and Adoption

Following removal from the Public Land, healthy adoptable animals are transported to preparation facilities where they are cared for and prepared for adoption. The BLM maintains several small preparation facilities throughout the western states as well as several larger regional facilities which serve several states. At preparation facilities, a permanent identification mark is applied and animals are tested and inoculated to prevent disease or sickness which might occur during the adoption process. If animals are in poor condition, they are fed hay until their condition has improved to a point that they can be safely transported for adoption and are in a condition that will attract adopters. A portion of the program funding is budgeted for the maintenance of preparation facilities and for the feeding of horses pending adoption.

The BLM will continue to pursue challenge cost-share opportunities to enhance available wild horse and burro management capabilities. The BLM also anticipates the continuing use of volunteers to further expand program capabilities. In 1992, the most recent year for which we have calculated data, over 115,000 hours of volunteer work was contributed in support of the wild horse and burro program. Most of this volunteer effort, which had an estimated value of over \$1,225,000, was in support of the adoption program.

BLM's selective removal policy has been in place since 1992. Because this policy greatly decreases the number of older horses to be adopted, the need to gentle and halter train horses at prison facilities to enhance their adoptability has been reduced. Most animals are held in BLM facilities pending adoption, however, some animals will continue to be held and trained at several prison facilities. Current agreements for prison training

programs are structured so that the costs to the BLM are minimized and do not exceed those costs which would normally be incurred if horses were being held at BLM facilities. Some prison agreements are expected to result in costs lower than normal BLM maintenance costs because some prison facilities produce their own hay or have access to lower cost feed than is available to the BLM. These new agreements will provide gentled and halter trained horses to the public at no additional cost to the BLM and will allow prison facilities to capitalize on the rehabilitation benefits gained through the training program.

An estimated 400 horses will be trained through prison facilities at the 1995 Budget level, a reduction of 200 animals from 1994. This reduction is due, in part, because fewer horses are being requested and more intensive training is being applied to some animals. Also, the success of BLM's adoption program has reduced the availability of horses at some facilities.

Following preparation, healthy animals are made available for adoption to qualified applicants for a standard fee. With the selective removal strategy, virtually all animals removed from the Public Lands will be adoptable. A very small percentage will be found to be unadoptable because of temperament, injury or other condition not evident at capture and will be returned to herd areas.

At the 1995 funding level, about 9,300 animals will be adopted, 430 above 1994 levels. This increased level of adoption corresponds to the increase in the number of animals removed, consistent with the Strategic Plan for Management of Wild Horses and Burros.

Except for a few animals estimated to be adopted at reduced fees under strict guidelines (such as being needed to offset veterinary expenses due to temporary illness or minor injury, or needed to avoid the additional expense of transporting or maintaining unadopted animals), adoptions will be at full fee. During 1995, adoption fees for horses will continue at \$125 per horse and the

fee for burros will continue at \$75 per animal. These fees are deposited in the "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Status of Sanctuaries

A portion of an average herd is composed of healthy animals that are either too old to be desirable for adoption or possess some physical impairment making them unadoptable. In 1988, the BLM initiated a sanctuary program as an alternative to destruction or fee-waiver adoptions of these healthy but otherwise unadoptable wild horses. The sanctuaries provide an opportunity for unadoptable wild horses to roam relatively undisturbed on selected private lands. The BLM originally established 2 sanctuaries which had the capacity to maintain approximately 4,000 animals.

The sanctuary program was structured so that Federal funding would be provided for 3 years to enable the sanctuaries to start up and to have time for private fund raising efforts to raise sufficient capital to sustain a sanctuary's operation. With the exception of the Black Hills unit of the South Dakota sanctuary, private donations have not been sufficient to sustain sanctuary operations without continued Federal assistance, and the original sanctuary agreements have expired. A contract for a single low-bid facility was issued in 1993 and at the beginning of 1994 about 1,600 sanctuary horses were consolidated at a sanctuary in Bartlesville, OK. At the Black Hills sanctuary, another 260 wild horses are being cared for by the operator at no cost to BLM. A portion of the wild horses at the South Dakota sanctuary are being adopted to the facility operator at a reduced fee.

The 1995 budget includes \$550,000 for operation of the Oklahoma sanctuary. To reduce the cost of this sanctuary, BLM will continue efforts to adopt wild horses to private individuals. We anticipate about 100 animals to be adopted from this facility in 1995. Due to the elevated age of the animals on the Oklahoma sanctuary and

increasing natural death loss, this sanctuary should be phased out during the next 10 years.

Compliance and Titling

Wild horses and burros which are adopted to individuals or groups are periodically monitored to ensure their continued well being. The BLM's goal is to inspect a minimum of 5 percent of untitled wild horses and burros which have been adopted. Where 5 or more animals are maintained at one location, animals are inspected monthly. In addition to these periodic inspections, the BLM responds to all mistreatment complaints. The BLM anticipates completing about 3,600 compliance inspections during 1995. Adopters who have properly cared for wild horses and burros for a one year period are eligible to receive title to the animals. BLM anticipates titling about 7,000 horses and burros in 1995.

◆1995 Program Increase◆

Table XXXII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	17,234	+500
FTE	162	+5

The 1995 Budget Request is \$17,234,000 and 162 FTE, a program increase of \$500,000 and 5 FTE.

This increase in the Wild Horse and Burro program is part of the \$14,500,000 total which is proposed to begin implementation of the Secretary's Rangeland Reform '94 initiative. This multi-resource initiative is designed to improve ecological conditions for rangeland resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. The proposed changes will enable the BLM to better manage public rangeland by ensur-

ing proper functioning of rangeland ecosystems. Improving resource conditions will maintain or improve biological diversity, while supporting other important uses. The following table shows the distribution by program of the funding increase for the Rangeland Reform initiative.

Table XXXIII Rangeland Reform '94 Initiative

Subactivity	1995 Budget Increase (\$000)
Rangeland Management	8,000
Soil, Water and Air	3,500
Wildlife Habitat & Fisheries Mgmt	2,500
Wild Horses & Burros	500
Total	14,500

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of upland ecosystems.

Specifically, the increase in the Wild Horse and Burro program will be used for interdisciplinary resource evaluation of rangelands, including areas inhabited by wild horse and burro herds. Allotments/ecosystems will be evaluated by interdisciplinary teams and with public involvement to determine if the resource objectives are being met including those for wild horses and burros and others. Management actions will be incorporated into Herd Management Area Plans as necessary.

Table XXXIV Workload Accomplishments, Wild Horse and Burro Management 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Herd Management Area Plans	4	6	12	+6
Wild Horses and Burros Removed	8,545	9,200	9,900	+700
Animals Adopted	7,251	9,300	9,300	+430
Compliance Checks	800	3,100	3,600	+500
Animals Trained in Prison Facilities	300	600	400	+700
Animals Maintained in Sanctuaries (EOY Populations) * Includes 260 SD Horses ** Includes 225 SD Horses *** Includes 195 SD Horses	1,860*	1,635**	1,335***	-300
Wild Horse and Burro Population (End of Year)	46,500	44,400	40,900	-3,500

Justification of Program and Performance

Activity: Renewable Resource Management **Subactivity: Rangeland Management**

Table XXXV Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	46,749	+347	+8,000	55,096	+8,347
FTE	819		+74	893	+74

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1732, 1751, 1753) provides for range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of Public Land resources on a continuing basis.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) requires the improvement of the condition of public rangelands, and other range management practices.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315), provides for the regulation of livestock grazing, improvement of the productive capacity of the public rangeland, and stabilization of the livestock industry.

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") (7 U.S.C. 1012-1013A) provides for management of lands acquired under this Act, some of which are under the jurisdiction of the BLM.

The Carlson - Foley Act of 1968 (42 U.S.C. 1241-1243) authorizes the agency to reimburse States

for expenditures associated with coordinated control of noxious plants.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires the preparation of environmental impact statements for any Federal project which may have a significant effect on the environment.

The Federal Grant and Cooperative Agreement Act of 1977 (41 U.S.C. 501) distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

◆Objectives◆

The objectives of the rangeland management program are to:

- establish ecological site baseline data on high priority upland areas for use in monitoring resource conditions and trends and in developing management plans for livestock, wildlife, wild horses and burros and to protect watershed values;

- increase the area of upland rangelands in healthy, proper functioning condition;

- decrease the area of upland rangelands functioning at risk or in an unhealthy condition;

- prepare new/revised interdisciplinary activity plans that include resource objectives developed using an interdisciplinary approach that considers the vegetation attributes needed to meet ecosystem objectives, including those for wildlife, livestock, wild horses and burros and other uses;

- incorporate the desired plant community concept into allotment and ecosystem evaluation and planning processes, giving priority to areas which are not meeting riparian and/or ecological condition objectives;

- implement Best Management Practices (BMPs) which protect watersheds and minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage;

- provide appropriate levels of livestock forage consistent with resource capabilities, thereby making contributions to local and regional economies;

- monitor and evaluate high priority grazing allotments with special emphasis directed to those allotments containing unsatisfactory range conditions; and

- maintain cooperative programs with States and counties for the control of noxious weeds which are adversely affecting a variety of resource values.

◆1995 Program◆

Rangeland Reform '94

In an effort to accelerate restoration and improvement of the Public Lands, the Secretary has initiated the Rangeland Reform '94 effort. This multi-resource initiative is designed to improve upland and riparian resource condition for rangeland resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. It focuses on assuring that rangeland ecosystems function properly.

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of Public Lands.

Rangeland Ecosystem

Rangeland management is a major part of the BLM's multiple-use approach to the Public Land ecosystem and natural resource management. Through interdisciplinary management techniques, range management activities contribute to the well being of other programs. Activities, such as inventory and monitoring, the development of vegetation objectives and activity plan development are completed jointly with other programs in order to meet wildlife habitat needs, wild horse and burro needs, and watershed requirements as well as to provide livestock forage. Through the rangeland management program, the condition of upland ranges and riparian areas can be maintained or improved for a variety of uses and values.

BLM stresses the management of rangeland resources on an ecosystem basis. This type of management considers the interrelationships of living organisms (plants and animals), the physical

environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions. An ecosystem management approach provides the opportunity to enhance biological diversity. Management approaches that enhance the protection or maintenance of biological diversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social values and economic products derived from these natural communities.

Riparian-Wetland Management

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the Public Lands including the Columbia and Snake Rivers of the Pacific Northwest, the prairie pothole region of Montana and the Dakotas, and others. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well.

The BLM places a high priority on the management and improvement of riparian-wetland systems. Riparian area management is a key issue on rangeland areas and continues to be a focal point of resource management priorities. Riparian areas, the narrow band of green vegetation along rivers, streams, springs, bogs, lakes, and ponds, typically constitute only a small portion of the acreage encompassed by the Public Land. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participatory approach, especially in con-

cert with livestock grazing management activities. Field demonstrations have proven that riparian areas can be restored when properly managed. Proper management of rangeland activities is a vital element of the BLM overall efforts to manage and improve riparian ecosystems. Funding for the Riparian-Wetlands Initiative in 1995 is shown in the following table.

Table XXXVI Riparian-Wetland Initiative (\$ 000s)

Subactivity	1994 Enacted to Date	1995 Budget Re- quest	Change From 1994 (+/-)
Rangeland Management *	6,100	6,100	0
Soil, Water and Air	5,300	5,300	0
Wildlife Habitat & Fisheries Mgmt.	7,300	7,600	+300
Total	18,700	19,000	+300
* Includes \$900 from the Range Improvements Activity			

Resource Evaluation

Ecological site inventories, which are developed using soil survey data in combination with vegetation analysis, form the basis for identifying desired plant communities on upland resource ecosystems. Most BLM monitoring efforts which relate to ecosystem production, capability and/or change depend on having quality ecological site inventories. These inventories are used to establish baseline data to support both monitoring and activity planning, and to determine the extent, condition, and potential of upland and riparian management areas. At the 1995 continuing funding level, 2 million acres of ecological site inventories will be completed.

Monitoring provides the mechanism for enabling the BLM to determine the effects of current

management actions; i.e. are actions meeting resource objectives. Monitoring data are also used to analyze the changes in vegetation and ecological condition over time. Monitoring studies include: vegetative composition, forage utilization (a measure of the amount of forage consumed by livestock, wildlife and wild horses), actual use (the number of livestock and other animals using the rangeland), trend (changes toward or away from resource objectives), and climate (measured precipitation and temperature).

A coordinated interdisciplinary resource monitoring procedure (CIRM) has been implemented to improve the efficiency and quality of monitoring. This procedure stresses the involvement of all resource programs so that when monitoring data is collected it avoids duplication and meets the needs for managing resources and programs dependent on healthy uplands, including livestock grazing, wild horses and burros, wildlife habitat, and watershed values (including the quantification of uses and needs to support water rights acquisition). Monitoring studies are applied in various combinations and intensities depending on the resource objectives for a particular area (grazing allotment, wildlife habitat area, herd management area, watershed, etc.).

Interdisciplinary monitoring studies have been established on 11,500 livestock allotments. Of these 11,500 allotments with monitoring studies, 5,700 will have monitoring data collected in 1995. Further, the monitoring data will be evaluated through interdisciplinary analysis on many of these allotments.

Columbia and Snake River Anadromous Fish Management

In 1992, BLM started receiving additional funds for anadromous fish habitat work on Public Lands in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. This funding has enabled the BLM to begin implementing those priority actions associated with the Columbia and Snake River Basin Anadromous Fish Management Plan. In

1995, BLM will continue efforts to implement improvement objectives in the Columbia and Snake River basins. Total funding for this effort in 1995 will continue at a level of \$9,578,000. Of this total, one third or \$3,191,000 is funded from this subactivity to provide for project work such as, weed control, range restoration projects and livestock management facilities. A portion of the funds will be used for activity planning.

Interdisciplinary Activity Planning

Implementation of land use plan decisions within the rangeland management program is achieved principally through the preparation and implementation of interdisciplinary activity plans. These activity plans specify resource objectives for the rangeland ecosystems, management prescriptions, and range improvement projects or treatments needed to achieve planning objectives. These plans consider the needs of wildlife habitat and fisheries, watershed protection needs, recreational users, and other uses and values.

Resource activity plans are being developed on an interdisciplinary basis and are designed to manage the soil and vegetative resources for the sustained yield of forage plants; provide wildlife habitat, other unique plant communities, and watershed values; and to meet other resource objectives. The development and implementation of management prescriptions for a specific area are prerequisites to success in achieving long-term objectives on a broader ecosystem. All activity plans are monitored to analyze changes in resource conditions and to determine if resource objectives are being met.

Although some individual allotment management plans, wildlife habitat management plans, watershed management plans, and wild horse and burro herd management area plans will continue to be developed, as needed, the BLM is moving toward preparing new activity plans which will be interdisciplinary, and incorporate objectives and management actions for all major resource activities within an ecosystem area into one plan.

New activity plans will be directed to high priority areas, including the Columbia and Snake River basin, watersheds with high riparian values, and for specially targeted wildlife species and habitats.

Resource Improvement and Maintenance

Improving vegetation, watershed conditions, and wildlife habitat is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Livestock grazing system development, structural improvements and land treatments are used to improve resource conditions on those areas where the investments will yield the highest returns or which need the greatest protection.

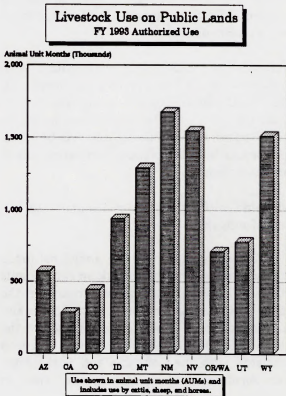
Improvement projects such as fencing to protect key resources and to facilitate livestock management; water developments; and vegetation improvements to enhance riparian areas, will be implemented. About 275 rangeland projects will be developed while some 250 rangeland projects will be maintained. Additional on-the-ground project work to improve vegetative condition, facilitate livestock grazing, and to improve wildlife habitat and watershed values is accomplished with the \$10,350,000 of funding from the Range Improvements appropriation. Specific investments which directly affect the condition of riparian areas will receive priority for implementation.

The rangeland improvement policy encourages private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and shifts project maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements such as reservoirs and water developments requiring specialized equipment. The BLM has reduced expenditures by a policy of not developing new improvements that are extremely costly. Instead, the BLM relies on either the existing improvements or the implementation of new management practices to maintain rangeland conditions.

Livestock Grazing Use Administration

Livestock grazing is an important use on Public Lands and contributes significantly to the economic stability of many western communities. Public Lands forage is a component of the year-round livestock operation for public rangeland users. Some 4.3 million livestock graze Public Lands annually. Operations range in size from less than 30 head to several thousand. The BLM authorizes some 10,000,000 Animal Unit Months (AUMs) of livestock grazing to about 19,000 permittees and lessees on about 165 million acres of Public Lands in the Western states of Arizona, California, Colorado, Idaho, Montana, Nebraska, Nevada, New Mexico, Oregon, North and South Dakota, Utah, Washington, Wyoming, and Oklahoma. The authorization of this use by BLM state office is shown on the table titled "Livestock Use on Public Lands".

The Public Lands are divided into 22,000 grazing allotments or areas in the western states. In Alaska, nearly 16,000 reindeer graze on 5 million acres. Grazing allotments can include private,



other Federal, and State lands intermingled with public rangelands, necessitating close coordination with other interests. Administering BLM's livestock grazing activities plays an important role in ensuring proper implementation of grazing management practices on the land. BLM's grazing administration activities are designed to:

- manage livestock grazing in a manner which meets land use plan objectives and to protect or enhance resource conditions;
- emphasize a strong public service attitude through the timely issuance of grazing billings, permits, leases and other administrative requirements;
- develop agreements or issue decisions to implement grazing use adjustments as timely and reasonably as possible, using a participatory approach including consultation and coordination with affected interests; and
- provide adequate use supervision to assure compliance with management plans and to abate unauthorized use and to control subleasing.

Range use administration and supervision receive emphasis to ensure that grazing is managed to achieve both upland and riparian area objectives and that the terms and conditions of permits and leases are met.

Noxious Weed Control

Noxious weed infestations threaten the productivity of rangelands, wildlife habitat, and adjacent agricultural lands and occur on many Public Lands areas throughout the western United States and pose health hazards to grazing animals. About 8 million acres of BLM land are infested by noxious weeds which spread at about 14 percent per year. As a consequence of their impact to an area, infestations are targeted for increased control efforts. Cooperative weed control efforts exist among the BLM and other Federal, State, and county agencies. In 1995, BLM will treat noxious weeds on about 18,500 acres, an increase of 4,000 acres over 1994 levels. This increase will be accomplished by slightly reducing

the number of structural projects developed and maintained. An additional 15,400 acres of weed control will be accomplished in the Range Improvements activity.

Greenstripping

In 1988, BLM began a multi-program (Range, Wildlife, & Fire Management) effort to re-establish shrubs and other forage plants critical to deer winter ranges and other habitats which were destroyed by wildfires. This effort included research on palatable shrub species and methods of successfully seeding these species in semi-arid areas. Successful treatment methods are being utilized to provide additional forage and cover on less than good condition winter ranges. Efforts have concentrated on identifying forbs and grasses which retain their succulence into the summer, thus providing both a perennial vegetation cover and a natural barrier that will slow down and/or stop the spread of range fires (greenstripping).

To date, nearly 500 miles, covering 16,500 acres, of greenstripping have been implemented. These are located primarily in Idaho but are being expanded into Utah, Nevada, Oregon and other states. Greenstripping projects which are in place in Idaho have proven successful in slowing the spread of wildfire. The 1995 Budget Request includes \$380,000 to continue implementation and evaluation of greenstripping projects.

◆1995 Program Increase◆

Table XXXVII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	55,096	+8,000
FTE	893	+74

The 1995 Budget Request is \$55,096,000 and 893 FTE, a program increase of \$8,000,000 and 74 FTE. The increase consists of the following program changes:

Rangeland Reform: +\$8,000,000; (74 FTE)

This increase is proposed to begin implementation of the Secretary's *Rangeland Reform '94* initiative. Additional increases of \$6,500,000 are distributed among the soil, water, and air, wild horse and burro, and wildlife and fisheries programs to support *Rangeland Reform '94*, bringing the total range reform funding level to \$14,500,000. This multi-resource initiative is designed to improve ecological conditions for rangeland resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. The proposed changes will enable the BLM to better manage public rangeland by ensuring proper functioning of rangeland ecosystems. Improving resource conditions will maintain or improve biological diversity, while supporting other important uses. The following table shows the funding distribution of the Rangeland Reform initiative.

Table XXXVIII *Rangeland Reform '94 Initiative*

Subactivity	1995 Budget Increase (\$000)
Rangeland Management	8,000
Soil, Water and Air	3,500
Wildlife Habitat & Fisheries Mgmt	2,500
Wild Horses & Burros	500
Total	14,500

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of upland ranges.

Management actions proposed to implement *Rangeland Reform '94* in the Rangeland Management subactivity are described below. Some of these are subject to finalization of the range reform plan.

Allotment/Ecosystem Evaluation (+\$1,000,000 and 9 FTE): Allotments/ecosystems will be evaluated by interdisciplinary teams and with public involvement to determine if uplands are properly functioning and meeting resource objectives, including those for watershed, wild horses and burros, wildlife and others. This evaluation will include watershed analyses to determine watershed conditions and needs and other management needs such as noxious weed control. Ecosystem evaluations will be completed primarily using existing monitoring and inventory data. With the increase, an average of five high priority allotments/ecosystems per BLM resource area will be addressed (800 additional allotments/ecosystems BLM-wide). This effort will include ecological site inventories on an additional 500,000 acres.

Allotment Categorization (+\$750,000 and 7 FTE): Funding will allow current allotment categorizations (i.e., ranking/priority for management) to be revisited, limited plan amendments to be completed if the criteria for ranking allotments changes, and allotment/ecosystem priorities established.

Standards and Guidelines Development (+\$1,000,000 and 8 FTE): Consistent with national requirements and criteria, regional and local standards and guidelines will be developed, as needed, to guide resource management on specific allotments/ecosystems. Standards and guidelines will be developed in close coordination and consultation with affected and interested members of the public. They will be developed on priority areas to ensure improvement of key watershed areas, important wildlife habitats and other resource values. Standards and guidelines will be developed on an interdisciplinary basis to ensure they meet the needs of all resource values.

Grazing administration (+\$500,000 and 5 FTE): Funding will cover increased grazing administra-

tion costs related to administrative changes, primarily those related to subleasing and grazing preference determinations.

Permit/Lease Terms and Conditions (+\$3,000,000 and 28 FTE): Appropriate terms and conditions will be developed based on regional and local standards and guidelines; allotment evaluations; and activity plan development. These terms and conditions (i.e. utilization limits, ground cover requirements, etc.) will be applied to livestock grazing permits and leases.

Use Supervision (+\$1,000,000 and 10 FTE): Increased funding for use supervision will provide a 25 percent increase in the number of allotments inspected. Increased use supervision will: (1) enhance compliance with the terms and conditions of grazing permits and leases, (2) ensure compliance with proposed leasing provisions, (3) curtail unauthorized livestock use, and (4) ensure compliance of grazing related actions tied to enhancement of riparian-wetland areas.

Ecosystem Planning, including Land Use and Interdisciplinary Activity Planning (+\$750,000 and 7 FTE): Current land use plans will be evaluated to determine consistency with Standards and guidelines. On priority areas, such as uplands adjacent to riparian-wetland areas and important wildlife habitat areas, interdisciplinary resource objectives will be developed to ensure resource needs are met. Specific management actions, including grazing duration and intensity, will be outlined to meet identified objectives. An additional 50 interdisciplinary activity plans will be prepared.

Table XXXIX Workload Accomplishments, Rangeland Management 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource Evaluation				
Ecological Site Inventory (000 acres)	3,500	2,000	2,500	+500
Data Collection or Grazing Allotments Monitored (# allot.)	5,700	5,875	6,675	+800
Resource Planning				
Rangeland Management Activity Plans (# prepared or revised)	160	225	275	+50
Resource Improvement and Maintenance				
Rangeland Projects Developed (#)	290	325	275	-50
Rangeland Projects Maintained (#)	290	300	250	-50
Weed Treatment (acres)	12,500	18,500	18,500	+4,000
Livestock Grazing Administration				
Leases/permits Administered (# issued)	28,200	28,200	28,200	0

Justification of Program and Performance

Activity: Renewable Resources Management Subactivity: Soil, Water, and Air Management

Table XL. Subactivity Summary (\$ 000s).

	1994 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	18,796	+114	+2,930	21,840	+3,044
FTE	291	0	+28	319	+28

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701, 1711), provides for the management of the Public Land in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis, and compliance with applicable State and Federal air and water pollution control laws.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908), provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends on public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315), provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

The Clean Water Act, as amended by the Water Quality Act of 1987 (33 U.S.C. 404), requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

The Safe Drinking Water Act Amendments of 1977 (42 U.S.C 201), amends §2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.

The Colorado River Basin Salinity Control Act Amendment of 1984 (43 U.S.C. 1593), amends §203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.

The National Dam Inspection Act of 1972 (33 U.S.C. 467), requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection, regulation and coordination of responsibilities

assumed by Federal agencies. BLM is responsible for collecting data on dams of 25 feet or more in height which impound 50 acre-feet of water or more on the Public Land.

The Soil and Water Resources Conservation Act of 1977 (16 U.S.C. 2001), provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.

The Clean Air Act of 1990 as amended (42 U.S.C. 7401-7642), requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 F.R. 26951), provides for the restoration and preservation of natural and beneficial floodplain values on the Public Land.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 F.R. 26961), requires Federal agencies to take action to minimize the destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978 (43 F.R. 47707), sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

◆Objectives◆

The major objectives of the soil, water, and air management program are as follows:

Resource Evaluation

- establish ecological site baseline data on high priority areas for use in monitoring resource conditions and trends and in developing management plans for livestock, wildlife, wild horses and burros and to protect watershed values;

- schedule and conduct soil surveys to provide baseline data which are incorporated into land use plans, activity plans, environmental assessments, decision documents, and ecosystem monitoring.

- complete the identification of water sources on the Public Land and maintain documentation and quantification for ecosystem uses;

- monitor Public Land watersheds and airsheds to determine the effectiveness of BLM management programs and assure compliance with air and water quality standards and regulations;

- provide soil, water, climate and air quality information, interpretation and technical assistance for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness, recreation, rangeland and ecosystem management;

Watershed Management

- prepare management plans to identify actions needed to implement land use decisions relating to watershed values. Priority is given to restoring watershed areas not meeting riparian-wetland management objectives, and meeting State water quality requirements;

- participate in multi-disciplinary approaches for achieving healthy, productive wetland-riparian ecosystem conditions for maximum long-term benefits;

- evaluate the technical and economic feasibility of alternative watershed practices and Best Management Practices (BMPs) in order to select the most cost effective method to achieve acceptable watershed ecological conditions;

- implement and maintain watershed improvements designed to minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage to

improve Public Land watershed conditions including riparian/wetland ecosystems;

- participate in the Colorado River Salinity Control efforts and implement specific on-the-ground practices to reduce salinity; and
- provide for the legal and physical availability of water to meet multiple-use needs by filing for water rights in compliance with State law.

◆1995 Program◆

The program provides for the protection of watershed values and soils on the Public Land, reduces salinity and runoff from the Public Land to protect water quality, provides a part of the BLM comprehensive "Riparian-Wetlands" initiative, and also provides basic data and technical information for Public Land soil, water and air resources. The major components of the program are described below.

Resource Evaluation

Resource evaluation includes monitoring efforts to determine the effectiveness of BLM management programs. This includes monitoring of riparian-wetland ecosystems, watersheds and airsheds to determine if management actions and investments are achieving intended objectives while meeting required water and air quality standards. Soil, water and climate monitoring and data are coordinated to support various BLM programs. These activities provide support to *Recreation 2000*, *Fish and Wildlife 2000*, *Range of Our Vision*, and the *Riparian-Wetland Initiative for the '90's*.

Interpretation and application of climate and air data is used to support operational activities such as grazing management, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and range-land activities, more emphasis is being placed on

modeling for smoke management and regulatory compliance.

As a result of many years of cooperative efforts with the Soil Conservation Service, soil surveys have been completed on much of the Public Land. These cooperative efforts were therefore scaled down from about 2,000,000 acres in 1993 to 500,000 acres in 1994. Approximately 500,000 acres of survey, at a cost of \$300,000 to BLM, will be continued in 1995. The majority of this effort will be completed in Nevada.

Interpretation of soil survey data is necessary for input to all resource planning and management activities. Examples of some types of technical soils interpretations include determinations of the lands productivity, susceptibility to erosion, as well as capability for rehabilitation following soil disturbing activities such as mining, recreational uses, and timber sale activities. Soil survey work done in combination with vegetation analysis forms an ecological site inventory which is the basis for identifying desired plant communities. All monitoring which relates to ecosystem production capability or change is dependent upon quality ecological site inventories.

Watershed inventories are conducted to provide information on soil erosion, sedimentation, water quality and quantity, and riparian conditions. Soil surveys, which assess the productive capability of the land and provide interpretations of soil productivity are also conducted.

Within the air portion of the program, BLM operates monitoring stations which provide data on climatic conditions and air quality for BLM planning and environmental impact statement efforts.

Watershed monitoring is conducted to document changes in soil erosion, sedimentation, water quality, water quantity and riparian-wetland ecological condition. The data are used to determine whether specific soil and water management objectives are being achieved and to assess compliance with legal standards.

In recent years, the BLM has expended considerable effort in evaluating the condition, trend and health of riparian-wetland and aquatic areas. An assessment technique has been developed to determine and report on the functioning condition of these areas. The condition of riparian areas is reported in four categories: proper functioning condition, functional-at risk, nonfunctional, and unknown.

Riparian and aquatic areas are functioning properly when adequate vegetation, landform, or large woody debris is present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment, capture bedload, and aid floodplain development; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity.

Trend is also reported for riparian areas and is a key consideration in interpreting the data. Areas identified as functional-at risk, with a downward trend, are often the highest management priority because they are in danger of immediate degradation. At the same time, these areas often retain much of the resiliency associated with functioning areas and there is usually opportunity to reverse this trend through changes in management.

Since riparian-wetland areas are characterized by the interactions of vegetation, soils, and hydrology, the process of assessing whether riparian-wetland areas are functioning properly requires an evaluation by an interdisciplinary team. The team normally includes specialists in vegetation, soils, hydrology and fish and wildlife management.

Based on available inventory data, about 15 percent of the BLM riparian wetland areas in the 11 western states are in proper functioning condition while 20 percent are functioning-at risk. The condition on some 55 percent of these

riparian-wetland areas is still unknown. In Alaska, about 70 percent of the riparian-wetland areas are properly functioning, while the condition on about 30 percent of the riparian-wetlands is unknown. The figure titled "Condition of Riparian-Wetland Areas" shows riparian-wetland conditions for the 11 Western states.

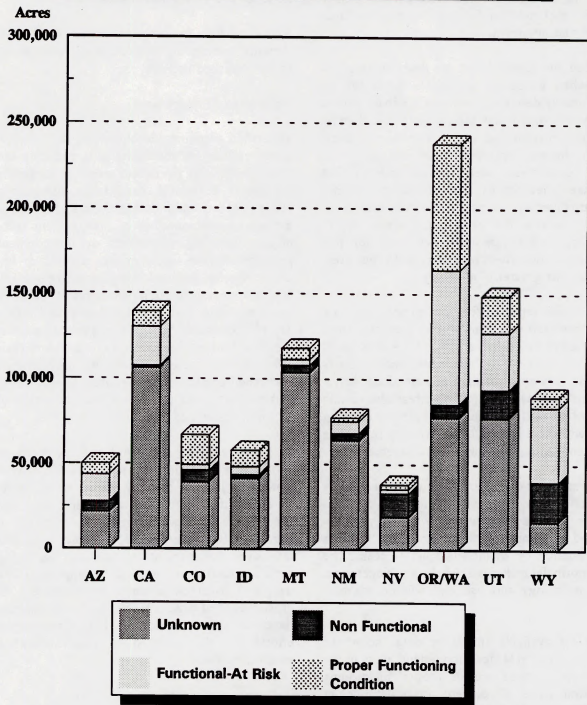
A methodology for assessing aquatic habitats is currently undergoing final review and is expected to be published in 1994.

Watershed Management

Watershed planning, development, and maintenance provide for stabilizing soils, reducing salt loads going into rivers and streams, improving watershed ecological conditions, augmenting water supplies, and reducing flood and sediment damage. Implementation of management techniques including treatments or development projects improve water quality, protect or improve riparian-wetland ecosystems, reduce soil loss and erosion through placement of retention structures, and protect public health and safety. The 1995 continuing program emphasizes maintenance of 240 existing projects to maintain their effectiveness, correct unsafe or deteriorating watershed conditions, and protect human safety and property, and provides for construction of 325 new watershed improvement projects.

In the southwest, \$350,000 will be used to continue restoration efforts on the Rio Puerco watershed in New Mexico. Management efforts on this critical watershed will include dam and roadway maintenance, design, and construction; vegetative treatments to stable erosive soils; and intensive management of surface disturbing activities such as oil and gas development, ORV use, and livestock grazing. Approximately 40 erosion control structures are planned for maintenance or reconstruction in 1995. Interagency efforts are also planned to expand baseline monitoring data.

Condition of Riparian-Wetland Areas FY 1993



BLM plans to continue to inspect and evaluate 100 dam structures on the Public Land to ensure that they are safe and that no potential exists to endanger life or property.

Following the completion of resource management plans, watershed management plans are developed which identify specific watershed and riparian area management objectives on an ecosystem basis. Uplands and riparian-wetlands are addressed in a comprehensive fashion and alternatives are evaluated to determine the most cost effective combination of management techniques and improvements.

The watershed program plays a critical role in maintaining biological diversity on the Public Land. Biological diversity is a concept of management that considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from these natural communities.

Salinity Control

In 1995, \$800,000 is planned to be used for salinity control, a non-point source discharge from the Public Land in compliance with the requirements of §319 of the Water Quality Act of 1987 and State non-point source management programs. In particular, the BLM is engaged in an interagency effort to reduce saline runoff and overall salinity in the Colorado River. Through management planning, project development, and monitoring, the BLM is participating in efforts to mitigate municipal, agricultural, and industrial damage resulting from increased salinity levels in the Colorado River from non-point sources.

Riparian-Wetland Management

The BLM has developed the *Riparian-Wetland Initiative* for the 90's which is a strategic plan that provides the framework to implement Presidential and Departmental initiatives for the management and restoration of approximately 24 million acres of Public Land riparian-wetland areas. Of the total, wetlands comprise about 17 million acres and riparian areas are approximately 7 million acres. This initiative identifies 4 general riparian goals and incorporates actions to implement *Waterfowl Habitat Management on Public Lands, A Strategy for the Future*, and the objectives in *Fish and Wildlife 2000*, *Recreation 2000*, and *Range of Our Vision* strategic plans to ensure a coordinated and unified approach to managing these valuable riparian-wetland areas.

Over the past years, BLM has focused increasing attention on improving watershed condition, particularly in riparian-wetland areas. Riparian areas represent less than one percent of the Public Land but have economic and ecological significance far greater than their small acreage would imply. Riparian-Wetland zones are among the most productive, biologically diverse ecosystems on the Public Land. These areas are critical to the survival of a wide variety of plants and animals, providing important fish and wildlife habitat. They filter harmful sediments and pollutants from the water, thereby affording protection for drinking water supplies. They act as natural sponges by absorbing rainwater, storing and then slowly releasing it for municipal and agricultural uses. They capture flood waters, protecting downstream farm lands and urban areas from damage. Because of their biologic diversity, riparian-wetland areas provide for a variety of recreation opportunities and contribute to the beauty and diversity of the landscape.

The program provides for riparian-wetland technical assistance in such areas as hydrology, stream dynamics and channel functions, geomorphic processes, ground and surface water interaction and wetlands delineation. Water resource expertise is also provided through

coordination with the States in preparing and carrying out water resource and water quality programs. Some project work related to improving the structure of streams and watersheds to provide greater riparian benefits are also undertaken. \$5,300,000 will be directed towards this effort in 1995, the same as in 1994.

Table XLI Riparian-Wetland Initiative (\$ 000s)

Subactivity	1994 Enacted to Date	1995 Budget Re- quest	Change From 1994 (+/-)
Rangeland Management *	6,100	6,100	0
Soil, Water and Air	5,300	5,300	0
Wildlife Habitat & Fisheries Mgmt.	7,300	7,600	+300
Total	18,700	19,000	+300

* Includes \$900 from the Range Improvements Activity

Rangeland Reform '94

In an effort to accelerate restoration and improvement of the Public Lands, the Secretary has initiated the *Rangeland Reform '94* effort. This multi-resource initiative is designed to improve upland and riparian resource condition for rangeland resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. It focuses on assuring that rangeland ecosystems function properly.

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of Public Lands.

Water Rights Management

BLM's efforts in water rights management are focused to:

- complete the identification of water sources on the Public Land and maintain documentation and quantification for ecosystem uses;
- provide water rights information, interpretation and technical assistance for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness, recreation, rangeland and ecosystem management;
- insure appropriate rights are secured on behalf of the public to develop and maintain water improvements designed to maintain or improve Public Land watershed conditions including riparian/wetland ecosystems; and
- provide for the legal and physical availability of water to meet needs by filing for water rights in compliance with State law.

In 1995, BLM plans to fund Water Rights Management at a \$3,000,000 level. In 1995, 3,050 water sources will be quantified to meet scheduled State adjudications. BLM efforts are directed toward using water source quantification data along with other previously collected information to file water rights claims in compliance with State law or quantifying Federal beneficial uses associated with reserved rights.

Columbia and Snake River Basin Management

In 1992, BLM started receiving additional funds for anadromous fish habitat improvement work on the Columbia and Snake River Basins in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. This funding enabled the BLM to begin implementing priority actions associated with the *Columbia and Snake River Basin Anadromous Fish Management Plan*, such actions

include watershed, streamside, and fisheries improvement projects, such as aspen planting and juniper thinning. The planting of aspen and other species provide vegetative structure in the riparian zone, stream bank stability, and as trees die are important in creating in-stream structure. The thinning of juniper in upland areas will increase available water without increasing overland flows. These efforts will go along way toward increasing water quality and quantity, reducing water temperatures and improving spawning and rearing habitat for endangered fish runs. Funding for this effort will continue at \$300,000 in 1995.

◆1995 Program Increase◆

Table XLII 1994 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	21,840	+2,930
FTE	319	+28

The 1995 Budget Request is \$21,840,000 and 319 FTE, a net increase of \$2,930,000 and 28 FTE consisting of increases \$3,500,000 and 34 FTE for rangeland reform and decreases of \$500,000 and 5 FTE in watershed activity planning and \$70,000 and 1 FTE for New Mexico Playa inventory. The program changes are summarized as follows:

Rangeland Reform: +\$3,500,000; (34 FTE)

This increase is proposed to begin implementation of the Secretary's *Rangeland Reform '94* initiative. An additional increase of \$11,000,000 is distributed in the Rangeland Management, Wildlife Habitat and Fisheries, and Wild Horse and Burro subactivities to support *Rangeland Reform '94*, bringing the total range reform funding level to \$14,500,000. This multi-resource initiative is designed to improve ecological conditions for rangeland resources, fisheries and

wildlife species and habitat, wild horses and burros, watershed and riparian values, and other resource values while providing for sustainable development. The proposed changes will enable the BLM to better manage public rangeland by ensuring proper functioning of rangeland ecosystems. Improving resource conditions will maintain or improve biological diversity, while supporting other important uses. The following table shows the funding distribution for the Rangeland Reform initiative.

Table XLIII *Rangeland Reform '94 Initiative*

Subactivity	1995 Budget Increase (\$000)
Rangeland Management	8,000
Soil, Water and Air	3,500
Wildlife Habitat & Fisheries Mgmt	2,500
Wild Horses & Burros	500
Total	14,500

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of upland ecosystems.

Allotment/Ecosystem Evaluation (+\$1,500,000 and 15 FTE): Allotments/ecosystems will be evaluated by interdisciplinary teams and with public involvement to determine if uplands are properly functioning and meeting resource objectives, including those for watershed and riparian areas, wild horses and burros, wildlife and others. This evaluation will include watershed analyses to determine watershed conditions and needs and other management needs such as noxious weed control. Ecosystem evaluations will be completed primarily using existing monitoring and inventory data. With the increase, an average of five high

priority allotments/ecosystems per BLM resource area will be addressed (800 additional allotments/ecosystems BLM-wide). This subactivity will support the completion of ecological site inventories on an additional 500,000 acres.

Ecosystem Planning, including Land Use and Interdisciplinary Activity Planning (+\$1,000,000 and 9 FTE): Current land use plans will be evaluated to determine consistency with Standards and guidelines. On priority areas, such as uplands adjacent to riparian-wetland areas and important wildlife habitat areas, interdisciplinary resource objectives will be developed to ensure resource needs are met. Specific management actions, including grazing duration and intensity, will be outlined to meet identified objectives. An additional 50 interdisciplinary activity plans will be prepared.

Allotment Categorization (+\$250,000 and 2 FTE): Funding will allow current allotment categorizations (i.e., ranking/priority for management) to be revisited, limited plan amendments to be completed if the criteria for ranking allotments changes, and allotment/ecosystem priorities established.

Standards and Guidelines Development (+\$750,000 and 8 FTE): Consistent with national requirements and criteria, regional and local standards and guidelines will be developed, as needed, to guide resource management on specific allotments/ecosystems. Standards and guidelines will be developed in close coordination and consultation with affected and interested members of the public. They will be developed on priority areas to ensure improvement of key watershed areas, riparian-wetland areas, important wildlife habitats and other resource values. Standards and guidelines will be developed on an interdisciplinary basis to ensure they meet the needs of all resource values.

Soil, Water and Air Activity Planning:
-\$500,000; (-5 FTE)

This reduction represents a reduction of efforts devoted to individual watershed activity planning.

Under the ecosystem management approach, watershed activity planning needs will be incorporated into broader interdisciplinary ecosystem management plans developed as a part of *Range-land Reform '94*. Consequently, these funds can be re-directed to higher priority efforts.

New Mexico Playa Inventory: -\$70,000; (-1 FTE)

A New Mexico playa inventory was initiated in 1994 as a result of 1994 Congressional Appropriations action. This inventory will be continued as part of the resource evaluations which will stem from ongoing interdisciplinary resource evaluation and planning efforts in the area.

Table XLIV Workload Accomplishments, Soil, Water, and Air Management 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource Evaluation				
Soil Survey (000 acres)	2,360	500	500	0
Ecological Site Inventory (000 acres)	3,500	2,000	2,500	+500
Water Sources Quantified (#) *	32,400	3,050	3,050	0
Resource Improvement and Maintenance				
Watershed Improvements (#)	300	325	325	0
Watershed Projects Maintained (#)	170	240	240	0
Dam Safety Projects (#)	70	100	100	0

* FY 93 Water sources quantified reflects the culmination of several years of water rights work and a lump sum filing of some 29,000 claims with the State of Idaho for the Snake River Adjudication.

Justification of Program and Performance

Activity: Renewable Resources Management

Subactivity: Wildlife Habitat and Fisheries Management

Table XLV Subactivity Summary (\$ 000s).

	1994 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	47,531	+233	+3,950	51,714	+4,183
FTE	638	0	+37	675	+37

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies fish and wildlife development and utilization as a major use of the Public Land; directs that the Public Land be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of Public Land resources on a continuing basis.

The Migratory Bird Conservation Act of 1929, as amended (16 U.S.C. 715) and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

The Endangered Species Act of 1973, as amended (ESA) (16 U.S.C. 1531 et seq.) directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and help bring about their recovery.

The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.) provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315) provides for wildlife management on Public Lands.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.

The Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201 et seq.) provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the special designation of certain Public Land in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Land by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 FR. 26951) provides for the restoration and preservation of national and beneficial floodplain values on the Public Lands.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 F.R. 26961) directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

◆Objectives◆

The principal objective of the Wildlife Habitat and Fisheries Management program is to implement the various aspects of BLM's strategic plan entitled *Fish and Wildlife 2000*. This plan outlines an array of strategies that would enhance BLM's ability to implement ecosystem management and to more effectively address biodiversity principles in natural resources management.

Within the framework of the *Fish and Wildlife 2000* strategy, this program's objectives are as follows:

Wildlife Habitat Management

- ensure optimum populations and a natural abundance and diversity of wildlife resources on the Public Land as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife habitat conditions;
- ensure that big game/upland game species on the Public Land are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people;
- help perpetuate a diversity and abundance of waterfowl by managing the wetlands and other important waterfowl habitats on the Public Land appropriately and by enhancing their conditions;
- provide suitable habitat conditions for birds of prey on the Public Land through the conservation and management of essential habitat components;

Riparian/Wetlands Improvement

- manage riparian-wetland and aquatic areas to achieve healthy and productive conditions for long-term benefits and values
 - restore and maintain riparian-wetland areas so that 75 percent or more are in proper functioning condition by 1997. The overall objective is to achieve an advanced ecological status, except where resource management objectives, including proper functioning condition, would require an earlier successional stage;
 - monitor and evaluate high priority areas including grazing allotments with special emphasis directed to riparian areas;
 - establish ecological site baseline data on high priority riparian areas for use in developing management plans, monitoring studies, and determining proper functioning condition;
 - prepare new/revised activity plans that include resource objectives developed using an interdisciplinary approach that considers the vegetation attributes needed to meet ecosystem objectives, including those for fish and wildlife, livestock, wild horses and burros and other uses;
 - perpetuate a diversity and abundance of waterfowl by managing the wetlands and other important waterfowl habitats on the Public Lands appropriately and by enhancing their conditions;
- #### *Fisheries and Fish Habitat Management*
- maintain or enhance the fisheries potential of anadromous fish streams in the Pacific coast drainages;
 - manage habitat for resident fish species that spend any portion of their life cycles on the Public Lands and that are of high economic, social, or scientific value to local communities and the Nation; and

- improve the quality and quantity of recreational fisheries on the Public Lands in a manner consistent with conservation ethics and resource capability.

Threatened and Endangered Species Management

- increase populations of Threatened and Endangered (T/E) plants, fish and wildlife on Public Land, and restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with other Federal and State wildlife agencies;
- manage the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal Governments; and
- conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems.

◆1995 Program ◆

The more than 270 million acres of Public Land managed by BLM provides important habitats for nearly 3,000 species of wildlife and fish, and for over 1,000 federally listed threatened, endangered, or candidate plant and animal species. The Public Land is the most ecologically diverse land base managed by any Federal agency, with representative plant and animal communities found from the Arctic Ocean to the arid Southwest. It contains over 155,000 miles of fishable streams, 4 million acres of lakes, and nearly 24 million acres of riparian-wetlands. Over 8.4 million hunting days and 4.8 million fishing days are expended annually, while an estimated 3 million visitor days are spent pursuing wildlife related activities such as birdwatching, photography and wildlife viewing, on the Public Land.

The wildlife habitat and fisheries program helps the BLM maintain biological diversity on the Public Land. Managing for biological diversity

must consider the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from these natural communities.

Improved Management through Partnerships and Volunteers

The BLM continues to emphasize partnership arrangements to assist in management of wildlife, riparian, fisheries and special status plant resources and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in its management efforts. Partnership arrangements have been a key part of our successful implementation of *Fish and Wildlife 2000*. For example, the BLM has had successful partnership arrangements with State, local and Federal agencies, sportsmen's groups, conservation organizations, livestock and timber producers and recreation groups. Examples of these are listed below:

- *Challenge Cost Share.* Within the continuing level of funding for 1995, some \$6,200,000 will be available specifically for fisheries and wildlife related challenge cost-share projects which, when used in conjunction with the offered non-Federal funding, would provide for important developments and management practices worth an estimated \$15,500,000. Typical work that is funded under challenge cost-share includes fisheries improvement projects (fencing, stream structures, off-site water development, and seedling establishment), big game habitat improvements (vegetation treatments, fence modifications, and seedings), animal introductions onto Public Land via cooperative arrangements with the States, new water develop-

ments, public outreach/education efforts, studies, and habitat evaluation.

- **Volunteers.** The BLM will continue to use volunteers to expand resource management capabilities. Volunteers are used extensively to perform a variety of tasks supporting BLM's wildlife resource efforts, including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, access facilities, signs, and stream structures) which benefit wildlife, fisheries, and special status plant habitat improvement efforts. In 1992, the most current data year, volunteers contributed over 100,000 work hours, valued at nearly \$1,300,000, toward improving wildlife and fisheries habitats.

Environmental and Resource Education

BLM staffs provide hundreds of guest lectures, field trips and workshops each year to students of all ages. They participate in a variety of environmental education programs such as *National Wildlife Week*, *National Fishing Week*, *Pathways To Fishing* and *Hooked On Fishing Not On Drugs*. These programs help young people and the general public gain a greater appreciation of the natural diversity of the Public Land, its importance to the natural ecosystem, and the need to protect and make wise use of the Public Land and its resources. This program provides active support for many environmental and resource education activities at the BLM. Often, these efforts are done in cooperation with other programs such as recreation resources, wilderness, rangeland, and watershed management.

Two other growing initiatives that provide educational opportunities to the public include the *Watchable Wildlife* and *Animal Inn* programs. *Watchable Wildlife* provides opportunities through viewing guides and viewing areas for the American public to view and enjoy wildlife. *Animal Inn* is a nationwide initiative to educate the public about the importance of dead and fallen trees to fish and wildlife. BLM has been a cooperator in the development of informational

and educational materials for both of these programs and is in the process of designating a system of *Wildlife Viewing Areas* in cooperation with State and local governments. In addition to locally developed and sponsored projects, many BLM personnel are certified instructors for nationally recognized resource education programs such as *Project Wild*, *Project Learning Tree*, and *Hunter Safety*.

Wildlife Habitat Management

Wildlife habitat management is a critical component of Public Land resources and ecosystems. Management of wildlife resources will continue to emphasize on-the-ground implementation of the *Fish and Wildlife 2000* initiatives. About 1.5 million acres of wildlife habitat improvement will be accomplished and some 1,715 habitat improvement projects will be maintained at the continuing funding level. These accomplishments include those achieved with challenge cost-share funding as well as those completed entirely with appropriated funds. Several of BLM's special wildlife initiatives dependent on these ecosystems include:

- **Big Game.** The Public Lands provide habitat for 19 different big game species including 3 species of deer, pronghorn antelope, 3 species of elk, 2 species of moose, caribou, mountain goat, 3 species of bighorn sheep and others. In 1993, the BLM completed a comprehensive strategy plan which addresses management needs and planned actions for big game on the Public Lands. One result of this assessment was the identification of 622 key habitat areas covering 92 million acres. In addition, the plan identifies inventory, monitoring, habitat restoration needs as well as opportunities for expanding the number of viable populations of some of the rarer species.

One of these species is the desert bighorn sheep. BLM administers 9 million acres (about 80 percent) of the habitat for this species in about 115 target areas. Approximately 10,000 desert bighorns occupy these lands. BLM has

initiated a program of inventory, monitoring, habitat management planning and improvement in a 6-state area where this species lives. The BLM has cooperated with State wildlife agencies to reintroduce bighorn into new areas, and to augment additional herds. Since implementation of the range-wide plan, over 40 new herds have been established by transplants, and existing populations of many herds have been augmented by transplants.

In 1995, the BLM will continue to implement its long-term management plan for big game. One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on Public Lands (due principally to wildfires) and on private land as a result of land use changes such as development.

- **Upland Game Birds.** About 90 percent of the Public Lands provide upland game bird habitat for 23 species including the western sage grouse, 3 species of forest grouse, quail, ptarmigan, dove, and wild turkey. BLM lands are critical to the health and well-being of the majority of these species and will be especially important in the eventual recovery of the endangered masked bobwhite quail. While most populations of upland game birds are healthy, two species are of special concern. Both the Columbian sharp-tailed grouse and the western sage grouse have experienced declining populations over the past several years. As historic habitat declines on private lands, Public Lands plays an increasingly important role for these two species of upland game birds.

- **Raptors.** BLM Lands contain all or a portion of 223 key raptor habitat management areas (encompassing 23.5 million acres). Key raptor habitat areas include crucial nesting, feeding, and over-wintering and resting habitat for migrating birds, and vary in size from 150 acres to 500,000 acres. The world renowned, BLM-managed Snake River Birds of Prey Natural Area near Boise, Idaho, contains the highest density of nesting raptors in North America. Other examples of important habitat areas include the

Carrizo Plain in California and uplands adjacent to the Colville River in Alaska, the San Pedro and Aravaipa Rivers in Arizona, and the lower Klamath River in Oregon and California. The BLM will continue to focus management on critical and nationally recognized raptor habitats in the 1995 program.

- **Waterfowl.** The Public Lands contains approximately 17 million acres of wetlands which are essential to continental populations of migratory waterfowl and shorebirds. In 1988, a strategic plan was developed which outlines BLM's role in implementing the North American Waterfowl Management Plan (NAWMP). A total of 229 waterfowl habitat management areas occur on BLM lands, of which 52 are identified as major areas of concern in the NAWMP. Over 60 of the 229 waterfowl areas have had HMPs prepared. There are many opportunities to continue habitat management efforts in joint venture areas in the Prairie Pothole Region, the Central Valley area in California, in areas of Alaska, and on other key waterfowl areas. In 1994, the BLM is taking the lead for implementation of a coordinated effort known as the "Joint Intermountain Venture" to improve waterfowl habitat.

- **Nongame Wildlife.** Public Land ecosystems provides habitat for several hundred nongame wildlife species including several species of amphibians and reptiles such as the Western spadefoot toad, gopher snake, and Western fence lizard. Birds include the sage sparrow, horned-lark and long-billed curlew while small mammals are represented by numerous species as bats, the kangaroo rat, the pygmy and desert cottontail rabbits and the arctic fox. Nongame species are critical components of the ecosystem and comprise the majority of biodiversity. Many species of small mammals and birds for example are critical to ecosystem function by pollinating and spreading seeds, keeping some insect pests in balance and helping in nutrient cycling.

BLM has long recognized that nongame species are not only valuable for maintenance of ecosystem health but provide a tremendous source of enjoyment for the public. In order to help expand the public's knowledge of these species, the BLM has actively supported the Watchable Wildlife initiative.

The BLM's *Watchable Wildlife* initiative is a vital component of the BLM's *Fish and Wildlife 2000* Strategic Plan for improving wildlife, fish, and special status species habitats on public lands. The *Watchable Wildlife* initiative includes development, in cooperation with other State and federal agencies, a national network of wildlife viewing sites nationwide, completion of a series of wildlife viewing guides and other interpretative materials. To date the BLM has established over 200 viewing areas on Public Lands.

The majority of planned work for 1995 involves implementing several planned actions at each viewing site. Examples include additional directional and interpretive signing, development of hiking and nature trails, providing access for disabled visitors at several sites, and habitat restoration in the immediate vicinity of several areas such as willow and tree planting, wetland development, eradication of noxious weeds, and protective fencing.

The locations of a portion of the watchable wildlife sites in the Western United States is shown on the figure titled "Watchable Wildlife Viewing Areas".

The *Partners In Flight* initiative is a large coordinated conservation effort between federal, State and private conservation interests. The primary goal of this program is to stem the downward trend of neotropical migratory birds that typically summer in temperate climates and winter in Mexico and Central America. The BLM has identified 246 species of nongame birds that rely heavily on Public Lands either for nesting habitat or as resting areas during annual migrations.

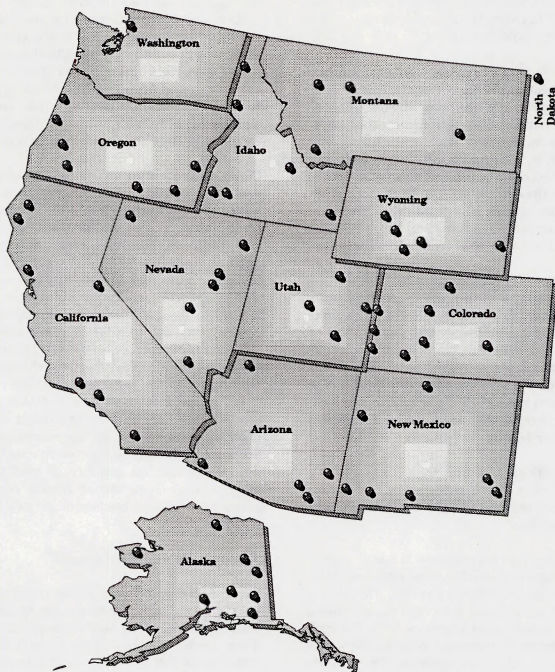
For the majority of BLM lands there is a lack of information on the status and needs of many of these species. As a result, the majority of efforts currently underway are focused at determining status and trends of many species. The BLM, as one of the principal land stewards in the West, plays an active role in this effort by working with other State and Federal agencies, private conservation interests and individuals in establishing and surveying new breeding bird survey routes and monitoring avian use in representative habitats such as sagebrush-steppe vegetation and desert riparian areas.

During 1995 the BLM will continue to identify data gaps, establish new monitoring sites, and complete a number of site specific inventories on key areas such as the San Pedro National Riparian Conservation Area in Arizona and the Birds of Prey National Conservation Area and Chilly Slough in Idaho. The BLM is working with local working groups to develop standardized inventory and monitoring protocols to ensure consistency over the entire western U.S. landscape. The BLM is also providing technical expertise to Mexico and other Central American biologists that are participating in this effort south of the U.S. border. The BLM is also working to restore a variety of habitats to aid in achieving program goals. For example, all of the work being done to improve riparian habitats will benefit the majority of neotropical migrants since many require healthy riparian zones for breeding, feeding or as migration corridors.

Fisheries Habitat Management

The streams, rivers, springs, lakes, and reservoirs on the Public Lands provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities.

Watchable Wildlife Viewing Areas



Watchable Wildlife Viewing Area

As of 1992.

● **Resident Fisheries.** Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 155,000 miles of stream, 192,000 acres of reservoirs, and 4 million acres of lakes. In 1993, the BLM completed the "Resident Fish Habitat Management Strategy." This strategy outlines the priorities in resource inventories, restoration projects, and budgetary and personnel needs to adequately manage this valuable resource.

In 1995, the BLM will continue fisheries habitat improvement efforts throughout the West. One such effort is the cooperative project initiated in 1994 to improve fisheries habitat at Lake Havasu, AZ. This effort is funded at \$750,000, and will be used as part of a large Challenge-cost-share effort with 4 other partners, including the private sector. In 1994, BLM will improve access at 2 recreation sites and enhance habitat in seven coves by installing 8,000 fish habitat structures. Program funds in 1995 will be used to improve angler access to the Lake at 2 new sites (including access for the physically challenged) and for continuation of the installation of bass shelters, catfish houses and other habitat improvement structures. About 8,000 additional habitat improvement structures are planned in 1995.

● **Anadromous Fisheries.** Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on the Public Lands in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish that spawn in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at \$40,000,000. In addition, over 1,500,000 days of recreational fishing produce approximately \$24,000,000 in economic benefits to local communities.

In 1992, BLM started receiving additional funds for anadromous fish habitat work on Public Lands in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit

objectives and recommendations. This funding has enabled the BLM to begin implementing those priority actions associated with the Columbia and Snake River Basin Anadromous Fish Management Plan.

In 1993, a review and update of the existing national anadromous fisheries strategy was initiated. Two of the three components of the strategy, the Columbia/Snake Rivers Initiative and the Pacific Coastal Initiative, were completed in 1993. The final component, the Alaskan Initiative, will be completed in 1994.

In 1994, efforts to improve habitat conditions in the Columbia and Snake River basins will include inventory of 450 miles of habitat, completing 30 in-stream improvement projects affecting about 100 miles of habitat, and maintaining 50 existing projects. A similar level of effort is proposed for 1995.

A key element of this effort is to improve resource conditions on the adjacent upland and forest resources areas. Watershed analysis efforts will be completed on high priority areas to ensure the overall health and productivity of entire watersheds. Total funding for this effort in 1995 will continue at a level of \$9,578,000. Of this total, \$5,537,000 is funded from this subactivity (See following table).

Table XLVI Columbia and Snake River Basin Anadromous Fish Management

Subactivity	1995 Budget Request (\$ 000s)
Forest Management	550
Rangeland Management	3,191
Soil, Water & Air Mgmt.	300
Wildlife Habitat & Fisheries Mgmt	5,537
Total	9,578

PACFISH

The BLM will continue to work with the U.S. Forest Service on the *PACFISH* strategy for the management of salmon, steelhead, and sea-run cutthroat trout in watersheds in California, Oregon, Washington, Idaho, and Alaska. The *PACFISH* strategy aims to maintain or restore habitat conditions for the sustained natural production of these Pacific anadromous fish. The *PACFISH* effort complements actions initiated for the management of anadromous fish in the Columbia and Snake River basins. The *PACFISH* effort is expanded to include other key streams and watersheds supporting Pacific anadromous fish. The BLM estimates that approximately \$10 million in existing funding, including funding from the O&C Grant Lands account, will be directed toward achieving *PACFISH* objectives.

Riparian/Wetlands Management

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the Public Lands including the Columbia and Snake Rivers of the Pacific Northwest, the prairie pothole region of Montana and the Dakotas, and others. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well. BLM has made improvement of riparian-wetlands a high management priority.

In 1991, the BLM director approved the *Riparian-Wetland Initiative for the 1990's*, which establishes national goals and objectives for managing riparian-wetland resources on public land. The plan places emphasis on maintaining and improving riparian-wetland habitats through a coordinated approach which involves a variety of disciplines and user groups.

Although much remains to be done, the BLM is making progress in implementing of the *Riparian-Wetland Initiative*. The FY 1995 continuing funding level for this initiative is \$18,700,000, of which \$7,300,000 is in this subactivity to address the goal of having 75 percent of all riparian areas in proper functioning condition by 1997. Accomplishments to date include completing inventory of over 7.5 million acres, preparing or modifying over 300 new activity plans, developing nearly 1,200 improvement projects, maintaining 1,200 existing projects, monitoring over 1,100 existing management plans, and the acquisition of over 50,000 acres of wetland-riparian areas through land exchanges.

Specific examples of on-the-ground accomplishments include such things as repairing water control structures at the 9,000-acre Pariette Wash Wetland in Utah; completing construction of the Custer Reservoir Dam in Montana which contains over 1.5 miles of shoreline that have been fenced and planted with a variety of nesting and forage plants for waterfowl; creating numerous nesting islands in small ponds and reservoirs throughout Custer and Rosebud Counties in Montana; and planting over 10,000 willows for bank stabilization and wildlife cover along Cedar Creek in California. In 1995, BLM plans to continue implementation of priority tasks that have been outlined in the riparian-wetlands plan.

Rangeland Reform 94

In an effort to accelerate restoration and improvement of the Public Lands, the Secretary has initiated the *Rangeland Reform '94* effort. This initiative is a multi-program effort to improve upland and riparian resource conditions. It is designed to improve resource conditions by improving upland and riparian vegetation, improve watershed conditions and to enhance livestock grazing administration procedures. The Secretary is working closely with the Congress, Western State Governors, the livestock industry, environmental organiza-

tions, and other constituent groups to develop this innovative reform plan.

Habitat Monitoring

Monitoring provides the mechanism for enabling the BLM to determine the effects of current management actions; *i.e.* are actions meeting resource objectives. Monitoring data are also used to analyze the changes in vegetation and ecological condition over time. Monitoring studies include: vegetative composition, forage utilization (a measure of the amount of forage consumed by livestock, wildlife and wild horses), actual use (the number of livestock and other animals using the rangeland), trend (changes toward or away from resource objectives), and climate (measured precipitation and temperature).

A coordinated interdisciplinary resource monitoring procedure (CIRM) has been implemented to improve the efficiency and quality of monitoring. This procedure stresses the involvement of all resource programs so that when monitoring data is collected it avoids duplication and meets the needs for managing resources and programs dependent on healthy uplands, including livestock grazing, wild horses and burros, wildlife habitat, and watershed values (including the quantification of uses and needs to support water rights acquisition). Monitoring studies are applied in various combinations and intensities depending on the resource objectives for a particular area (grazing allotment, wildlife habitat area, herd management area, watershed, etc.).

In cooperation with the National Biological Survey, BLM is developing a Monitoring Information Data Analysis System (MIDAS) for the storage, retrieval, and analysis of monitoring data from renewable resource programs. It is being structured along ecosystem components and functions, rather than along traditional program lines, to ensure maximum useability. This single, automated system will enable resource specialist and managers to store and

retrieve a broad array of inventory and monitoring data accurately and efficiently.

The need for monitoring wildlife habitat, in conjunction with other resources, is increasing as more land use plans and activity plans are completed. Resource plans and habitat improvement agreements will be monitored to determine resource trends and to assess progress toward meeting habitat development and protection objectives. At the continuing funding level, 6 million acres of wildlife habitat will be monitored and evaluated. New activity plans will be directed to high priority areas, including the Columbia and Snake River basin, watersheds with high riparian values, and for specially targeted wildlife species and habitats.

Threatened and Endangered (T/E) Species Management

The Endangered Species Act (ESA) of 1973, as amended, requires that BLM carry out programs for threatened and endangered (T/E) species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other BLM program actions are not likely to jeopardize a species or destroy its habitat.

The number of listed species inhabiting the Public Lands has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1995, the Public Lands are expected to provide part or all of the habitat requirements for over 200 listed T/E plant and animal species, involving about 16 million acres of habitat. To slow down the trend of the increasing number of T/E species, specific goals, objectives, and planned actions for the management of the Public Lands in the future have been identified.

This subactivity addresses not only Federally listed or candidate species but also the management of at-risk species, sensitive species, rare

species, and other special status species. Species addressed occur in the upland, forest, and riparian/aquatic ecosystems.

- *Listed species.* BLM's T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing a species and help bring about its recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions; inclusion of specific T/E objectives in recovery plans and/or activity plans, such as coordinated interdisciplinary plans and HMPs; and implementation of a monitoring system to track population trends, habitat conditions and specific on-the-ground management activities.

Desert Tortoise Habitat

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing certain species, such as the desert tortoise and the northern spotted owl, by utilizing a range-wide approach to habitat management. In each of the 4 States (Arizona, California, Nevada, Utah) where desert tortoises occur, range-wide habitat management plans are in place. The management strategies incorporated into the plans include categorizing habitats throughout the species' range, monitoring key habitats, and minimizing negative impacts from other uses. The recent listing of the desert tortoise as a threatened species in the Mojave Desert places greater emphasis on implementing BLM's range-wide plan and monitoring of tortoise habitat.

Columbia-Snake River Salmon

Management of candidate and Federally listed species of anadromous fish in the Columbia and Snake River Basins of Oregon, Washington, and Idaho will continue in 1995. Funding for this multi-program effort, which also includes actions directed toward non-listed anadromous fish species, is spread between this subactivity and the Rangeland Management, Soil, Water

and Air Management and Forest Management subactivities.

Northern Spotted Owl

The northern spotted owl was Federally listed as a threatened species effective on July 23, 1990, and as a result, BLM's management of program activities affecting the habitat of the owl have been significantly impacted. Recovery/activity plans are currently being developed in cooperation with the Fish and Wildlife Service and other participating agencies. Additional inventory, monitoring, and habitat improvement projects on Public Lands will be required to recover owl populations to a secure level. The O&C Grant Lands account addresses additional management actions related to this species.

- *Candidate species.* Over 1,000 plant and animal species that occur on the Public Lands are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. Many species occupy vast areas of the Public Land, while others are confined to isolated springs or unique natural plant communities. The BLM's policy objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as threatened or endangered by either the State or Federal government.

- *Special Status Fisheries.* Over 110 fish species are either Federally-listed as threatened, endangered, or are candidates for Federal listing. Most of these species occur in the Great Basin or Desert Southwest and many are found only on the Public Land. Some species, such as Lahontan cutthroat trout, once ranged over broad areas and thousands of miles of streams in Nevada, California and Oregon. The range of this species is currently restricted to the head-water reaches of certain streams.

A strategy plan has been developed which identifies goals and objectives for managing the habitat of special status fishes. The plan identi-

fies the following optimal needs over the next 10 years: inventory of 5,749 miles of stream and nearly 5,000 acres of lakes and ponds, preparation of 300 activity plans, 450 habitat improvement projects, over 150 research studies, preparation of 300 monitoring plans, acquisition of critical habitat and expanded environmental education activities to increase public awareness of the importance of these species.

- *Special Status Plants.* In 1992, BLM completed a strategy plan for special status plants. The plan was designed to address long-term management goals and objectives for over 700 species that are either Federally-listed as threatened or endangered, or are candidates for listing. Examples of proposed actions that have been identified as ultimately needed include: complete inventories on 143 million acres to determine locations, abundance, and threats to populations; complete nearly 460 studies on specific plant populations to define biological and ecological needs and to develop actions that will be required to recover species to stable population levels; prepare about 500 activity plans; construct some 250 projects for plant species protection; acquire important habitat areas; expand monitoring of known populations; and implement environmental education and awareness programs that will aid in the protection and recovery of species that are especially vulnerable to man's activities.

- *Special Habitats.* The Public Lands encompass a large array of habitats, plant communities and ecosystems, many of which are rare and/or vulnerable. Under objectives specified in *Fish and Wildlife 2000* and the *Special Status Plants Strategy Plan*, BLM will identify and monitor such habitats (e.g., plant communities/ecosystems) and implement management decisions to ensure the maintenance of the habitat's unique characteristics. These actions, in combination with other habitat management actions, will help ensure maintenance of biological diversity on the Public Lands, as well as the continued presence of rare or vulnerable plant and animal species habitats.

Alaska Subsistence Hunting Management Program

The Federal land management agencies in Alaska are responsible for managing subsistence hunting as a result of the State Supreme Court's ruling that Alaska's subsistence law is unconstitutional. As a consequence, in July of 1990, the BLM became responsible for subsistence hunting management on 70 million acres of Public Land in Alaska (an area equal to the combined size of Virginia, West Virginia, Maryland and Kentucky).

In order to manage subsistence hunting, the BLM has undertaken tasks that were previously the responsibility of the state wildlife agency in Alaska. These responsibilities include completing and maintaining accurate inventories of big game populations, assessing herd health and habitat conditions, working as a key cooperater on a statewide basis with other Federal and state agencies, holding local and regional public hearings, setting hunting seasons and bag limits, issuing permits to qualified residents and carrying out necessary law enforcement of the regulations on the Public Land. All of these tasks place a large amount of work and responsibility on the BLM in Alaska. At the ongoing 1995 funding level, BLM would devote \$1,000,000 to Alaska subsistence hunting management, the same as in 1994.

◆1995 Program Increase◆

Table XLVII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	51,714	+3,950
FTE	675	+37

The 1995 Budget Request is \$51,714,000 and 675 FTE, a net increase of \$3,950,000 and 37 FTE, consisting of program increases of \$2,500,000 and 24 FTE for Rangeland Reform; \$750,000 and 7 FTE for wildlife habitat management; \$500,000 for threatened and endangered species; \$300,000 for the riparian-wetlands initiative; and a decrease of \$100,000 for the Wood River Management Plan in Oregon.

*Rangeland Reform: +\$2,500,000;
(+24 FTE)*

This increase is proposed to begin implementation of the Secretary's *Rangeland Reform '94* initiative. An additional \$12,000,000 is distributed in the Rangeland Management, Soil, Water and Air and Wild Horse and Burro subactivities to support *Rangeland Reform '94*, bringing the total Range Reform funding level to \$14,500,000. This multi-resource initiative is designed to improve ecological conditions for upland and riparian resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of

riparian ecosystems. A description of how the increase will be used is as follows:

Allotment/Ecosystem Evaluation +\$750,000; (+7 FTE)

Allotments/ecosystems will be evaluated by interdisciplinary teams to determine if riparian areas and associated uplands are properly functioning and meeting resource objectives, including those for watershed, wild horses and burros, wildlife, livestock and others. This evaluation will analyze riparian resources to determine conditions and needs. Riparian and wetland evaluations will be completed primarily using existing monitoring and inventory data. Within the total program effort, an average of 5 high priority allotments/ecosystems per BLM resource area will be addressed (an increase of 800 allotments/ecosystems BLM-wide). This effort will include riparian evaluations on about 500 stream miles and wildlife habitat evaluations on 800,000 acres.

Standards and Guidelines Development +\$750,000; (+8 FTE)

Consistent with national requirements and criteria, regional and local standards and guidelines will be developed, as needed, to guide resource management on specific allotments/ecosystems. These standards and guidelines will be developed to ensure improvement of key watersheds, riparian areas, important wildlife habitats and other resource values. They will be developed with close coordination with interested and affected members of the public. They will be developed on an interdisciplinary basis to ensure they meet the needs of all resource values.

Ecosystem Planning, Including Land Use and Interdisciplinary Activity Planning +\$1,000,000; (+9 FTE)

Standards and guidelines will be evaluated to determine consistency with current land use

plans. On riparian areas, interdisciplinary resource objectives will be developed to ensure resource needs are being met, including those for vegetation, water quality, livestock, and fish and wildlife habitat. Specific management actions, including grazing duration and intensity, will be outlined to meet identified objectives.

***Wildlife Habitat Management: +\$750,000;
(7 FTE)***

Several wildlife habitat management initiatives will receive additional emphasis. Within the increase, additional funds will be used to advance the *Watchable Wildlife* initiative. Some \$400,000 of this increase will be directed toward challenge cost share efforts for watchable wildlife areas, including the San Pedro Outdoor Environmental Education Area and the Betty's Kitchen area in Arizona; visitor facilities and viewing platforms at several watchable wildlife sites in the California desert; and the National Bighorn Sheep Visitor Center and Pronghorn Interpretive Center in Wyoming. Improvements will include parking lots, wheelchair access, kiosks, trail construction and reconstruction, restrooms and interpretive signs. A portion of this increase will be used to conduct an additional 100,000 acres of habitat evaluation for interdisciplinary objectives, and to complete additional maintenance on 85 wildlife projects.

***Threatened and Endangered Species
Management: +\$500,000 (5 FTE)***

This increase will be devoted to completing Section 7 Consultations for actions which may affect new Federally listed species, anadromous fish management activities in the Columbia and Snake River basins, and for general T/E related work.

Additional habitat evaluations will be completed on 200,000 acres, primarily in the Columbia and Snake River basins, to determine habitat conditions and restoration needs. Habitat restoration

work, including vegetation enhancement efforts, will be completed on an additional 20,000 acres. These efforts will result in improved watershed and water quality conditions throughout affected watersheds.

***Riparian-Wetland Initiative +\$300,000;
(+2 FTE)***

An increase of \$300,000 is requested to augment funding directed to BLM's multi-program riparian-wetlands initiative. This increase will primarily focus on fisheries projects. Specifically, this increase will provide habitat improvements on an additional 40 miles of stream and on an additional 400 acres. It will also provide for the maintenance of 20 additional projects.

Table XLVIII Riparian-Wetland Initiative (\$ 000s)

Subactivity	1994 Enacted to Date	1995 Budget Re- quest	Change From 1994 (+/-)
Rangeland Management *	6,100	6,100	0
Soil, Water and Air	5,300	5,300	0
Wildlife Habitat & Fisheries Mgmt.	7,300	7,600	+300
Total	18,700	19,000	+300
* Includes \$900 from the Range Improvements Activity			

***Wood River Management Plan: -\$100,000;
(-1 FTE)***

The 1994 Interior Appropriations Act directed that \$100,000 be used to continue work on the Wood River Management plan in Oregon. We anticipate that the plan will be near completion by 1995 and continued funding will not be required.

Table XLIX Wildlife Habitat and Fisheries Workload Accomplishments, 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Change From 1994 (+/-)
General Wildlife:				
Habitat Evaluation (Inventory/Monitoring) (000 acres)	3,500	6,000	6,900	+900
Habitat Improvement (000 acres)	1,250	1,500	1,600	+100
Projects maintained (#)	1,270	1,715	1,800	+85
Fisheries:				
Aquatic Habitat Evaluation (miles)	1,475	1,650	2,150	+500
Aquatic Habitat Evaluation (acres)	583	660	860	+100
Aquatic Habitat Improvement (miles)	315	500	540	+40
Aquatic Habitat Improvement (acres)	3,100	5,000	5,400	+400
Project Maintenance (#)	405	400	420	+20
T/E Species:				
T/E Habitat Evaluation (000 acres)	5,525	10,000	10,200	+200
T/E Habitat Restored (000 acres)	451	690	710	+20
T/E project maintenance (#)	307	400	400	0

Justification of Program and Performance

Activity: Renewable Resources Management **Subactivity: Recreation Management**

Table L Activity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
<i>Cultural Resources Management</i>					
\$	11,801	+51	+130	11,982	+181
FTE	157	0	+1	158	+1
<i>Wilderness Management</i>					
\$	12,998	+65	+380	13,443	+445
FTE	193	0	+1	194	+1
<i>Recreation Resources Management</i>					
\$	25,104	+157	+500	25,761	+657
FTE	422	0	+5	427	+5
TOTAL, Recreation Management					
\$	49,903	+273	+1,010	51,186	+1,283
FTE	772	0	+7	779	+7

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies recreation as a major use of the Public Land, and requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain Public Land in its natural condition; and provisions made for outdoor recreation, human occupancy, and use of the Public Land;

43 U.S.C. 1711 requires preparation and maintenance of an inventory of Public Land resources on a continuing basis;

43 U.S.C. 1712 directs that areas of critical environmental concern be given priority in the inventory of Public Land, in developing and revising land use plans, and in applying special protective management; and

43 U.S.C. 1781 provides for the management of the California Desert Conservation Area and implementation of the Desert Plan.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

The Antiquities Act of 1906 (16 U.S.C. 432) provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.

The National Historic Preservation Act of 1966, as amended (16 U.S.C. 470) expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

The Archaeological Resources Protection Act of 1979, as amended (16 U.S.C. 470a, 470cc and 470ee) (ARPA) requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.

E.O. 11593 of May 13, 1971, Protection and Enhancement of the Cultural Environment (36 FR 8921) directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.

The Chacoan Culture Preservation Act of 1980 (16 U.S.C. 410) provides for preservation, protection, research, and interpretation of the

Chacoan system, including 33 "Archaeological Protection Sites," located throughout the San Juan Basin on Public, State, Indian and private lands.

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 (25 U.S.C. 3001) requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years.

Section 603 of FLPMA (43 U.S.C. 1782) requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the Public Land having wilderness characteristics, and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation.

The Wilderness Act of 1964 (16 U.S.C. 1131 et seq.) provides for the designation and preservation of wilderness areas.

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460) provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

The King Range Act of 1970, as amended (16 U.S.C. 460y) provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.

An Act to establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460ccc) provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management

within the Red Rock Canyon National Conservation Area.

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, (16 U.S.C. 460uu-21) provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460xx) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241-1249) establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund.

The National Parks and Recreation Act of 1978 (16 U.S.C. 1242-1243) establishes a number of national historic trails which cross Public Land.

The Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271) provides for the development and management of certain rivers.

The Federal Cave Resource Protection Act of 1988 (16 U.S.C. 4301) provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations.

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the designation and conservation of certain Public Land in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

Cultural Resources Management

◆Objectives◆

The major objectives of this program are to:

- to ensure full public participation in resource management decision making, especially to coordinate and consult with Native Americans with respect to their traditional uses of public lands and resources and their cultural and religious concerns;
- to serve and enhance ecosystem management by applying BLM's unique archaeological and paleontological data and historical records to the task of reconstructing how lands and resources were used in past centuries and millennia and how "natural" environments have changed through time (e.g., *Project Timeline*);
- to facilitate public support, appreciation, and awareness of environmental, cultural, and paleontological resources through interpretive educational programs (e.g., *Heritage Education and Adventures in the Past*);
- to support the Administration's emphasis on enhancing and protecting natural resources and environmental values by safeguarding paleontological and cultural resources for scientific study and future enjoyment;
- to manage cultural resources for the widest range of educational, scientific, and recreational benefits and uses to the American people, and to contribute to enhancing local economies and job opportunities;
- to properly manage and preserve museum collections removed from the Public Lands, located in Federal or non-Federal repositories;
- to promote partnerships with State and local governments, individuals, and public and private groups in order to share information, to accom-

plish work, to protect and study cultural and paleontological resources, and to use these resources to support children's education;

- to issue permits to conduct archaeological, historic, and paleontological investigations on Public Lands to enable sound, orderly development, and to monitor approved activities; and
- to address critical issues (e.g., looting, vandalism, natural deterioration, increased visitor use, management of newly acquired lands) by modifying and preparing activity plans, as needed.

❖1995 Program ❖

As the manager of the Nation's largest land estate, the BLM manages the Federal Government's largest, most varied, and scientifically important body of cultural resources. The BLM has conducted inventory on more than 10 million acres of the 270 million acres of Public Land in the 11 western States and Alaska, or about four percent of the total area. More than 175,000 cultural properties, i.e., archaeological and historic sites, have been discovered through this inventory, with estimates of the total number ranging between four and five million properties. These resources span the entire period of human presence in the Western Hemisphere.

Native American Coordination

In 1994, the BLM has begun to enhance its ongoing Native American coordination and consultation program by establishing a small, field-located program staff to provide coordination, assistance, policy guidance, training, and outreach on Native American-related issues bureauwide. The focus is to support BLM managers in addressing the full spectrum of relationships between the BLM and Native American communities, tribal governments, and Alaska Village Councils and Native Corporations. Many coordination responsibilities spring from a surprisingly large body of laws, ranging from the tribal planning coordination responsibilities

in the Federal Land Policy and Management Act of 1976 to the consultation required in the Native American Graves Protection and Repatriation Act of 1990. In addition to specific rights guaranteed to Native Americans, constructive coordination and communication are essential to an effective ecosystem management strategy where BLM lands and Native American lands are in some proximity.

The initial work focus has been to update BLM's comprehensive Native American relationships policy and implementing guidance; to develop an effective internal and external communication strategy for Native American program issues; and to identify cooperative management and coordination opportunities.

Artifacts and Collections Management

In 1995, BLM will fund the Artworks and Artifacts initiative for collections management at \$500,000 or the same level as 1994. Federal agencies are required by the Archaeological Resources Protection Act, the Antiquities Act, and the National Historic Preservation Act (among others) to properly manage and preserve museum collections. These collections include archaeological, historical, paleontological, and ethnological resources removed from the Public Land, whether they are located in Federal or non-Federal repositories. The BLM has one of the largest responsibilities: more than 3 million objects are curated in BLM facilities, and approximately 18 million are housed in over 200 non-Federal repositories. Regulations at 36 CFR 79 set standards for the care of federally owned collections. They require agencies to inventory collections from lands under their jurisdiction, whether housed in Federal or non-Federal repositories, and to maintain full administrative records on the collections. Many of the collections made prior to 1975 are not well-recorded.

More recently, the Native American Graves Protection and Repatriation Act (NAGPRA), of 1990, requires agencies to inventory archaeological

and ethnological collections "in their possession or control" (which includes cooperating non-Federal museums); to identify Native American human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; to identify them geographically and culturally; and to notify appropriate Indian tribes of the findings. Tribes will then be able to claim certain of these remains and objects.

In 1995, \$1,000,000 or the same level as 1994, will be used for inventory and identification work with strongest emphasis on the NAGPRA requirements and 1996 deadlines.

Project Timeline

Archaeological and historical records hold untapped information about thousands of years of environmental change. *Project Timeline* is a BLM initiative to provide land managers with information about past human uses of the landscape and patterns of human-induced change in the environment. A sense of time, and particularly a sense of change through time, should be an indispensable part of managing the Public Land ecosystems; consistent with ecosystem management, *Project Timeline's* operating premise is that BLM managers should never be forced to make long-term land use decisions on the basis of static information (i.e., a "snapshot" of the present).

Project Timeline is a multi-year project to compile, format, analyze, and apply the immense body of existing archaeological and historical data from various files (site and case files, survey and land records, reports, and similar sources) maintained in the BLM's many field offices. The project will include capability to update and revise the recordation system and thus provide managers with ready information pertinent to broad land use and ecosystem issues.

Heritage Education

The BLM contributes to foster excellence in education as a Cultural Heritage priority, by helping to improve the appeal of education in science, math, and history through its *Heritage Education* program. Under a 5-year strategic plan for heritage education, BLM's goals are to use the vast archaeological and historic resources under BLM's custody to support the education of America's children, and also to strengthen children's sense of personal responsibility for the stewardship of America's cultural heritage. This is being done by teaching children in both formal and informal educational settings. The strategy is to capture the attention of young people and then to involve them in increasingly more sophisticated learning experiences as they get older.

To date under *Heritage Education*, the BLM has developed an educational video and accompanying educational packet, four well received articles for the National Science Teachers Association magazine for teachers, and a teacher internship program. The BLM has also developed teachers' guides in archeology for fourth through seventh grade.

The Cultural Heritage programs also contribute to enhancing local economies and job opportunities. The *Heritage Education and Adventures in the Past* initiatives respond to the growing tourism-adventure travel market, by integrating public desire for outstanding wildlands and adventure travel opportunities (including visits to remote archaeological, paleontological and historic sites) with the needs of local and regional economies. Intelligently interpreted and well-maintained cultural resources located in rural areas provide excellent opportunities to attract tourists and expand local economies, as well as to reduce local communities acceptance of the looting of these resources, which has provided an illegitimate economic source for some. These include sites such as Grand Gulch in Utah, the Chacoan Outliers and Navajo Refugee sites in New Mexico, the California Desert

Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the highly significant cave sites in southeastern Oregon and southwestern Idaho, among others.

Cultural Resource Inventory and Evaluation

BLM is required to locate, evaluate, and manage cultural resources to prevent or minimize unnecessary damage, and to accommodate appropriate uses by the scientific community and the public. Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present); (2) evaluation (determining their scientific and public importance); (3) planning (determining how best to manage the resource); (4) protection (safeguarding the resource potential); and (5) authorizing or otherwise accommodating proper use.

BLM cultural resources are evaluated in terms of their potential for contributing to public education, public use (e.g., tourism, recreation); scientific research; the maintenance of a social or cultural group's heritage or traditional lifestyles (e.g., Native American religious systems); and experimentation for improving protection measures and management techniques. Unique or scarce cultural resources may be determined to be best suited for long-term conservation. Cultural resources no longer possessing characteristics that qualify them for one of these uses, such as resources that have been destroyed by natural or other causes, may be discharged from further management consideration. In addition to these evaluation criteria, cultural resources are also evaluated against the criteria for the National Register of Historic Places.

The cultural resource inventory system includes 3 classes. Class I inventories synthesize, summarize and assess existing archaeological and

historic information. Class II surveys provide information on probable density, diversity, and distribution of cultural resources within a large area through use of sampling methods. Class III inventories are intensive field surveys of defined areas which are completed mostly to support other program actions, such as energy development. They are generally funded by the benefiting program. Inventory also includes the work of automating archaeological and historic site forms and baseline program data.

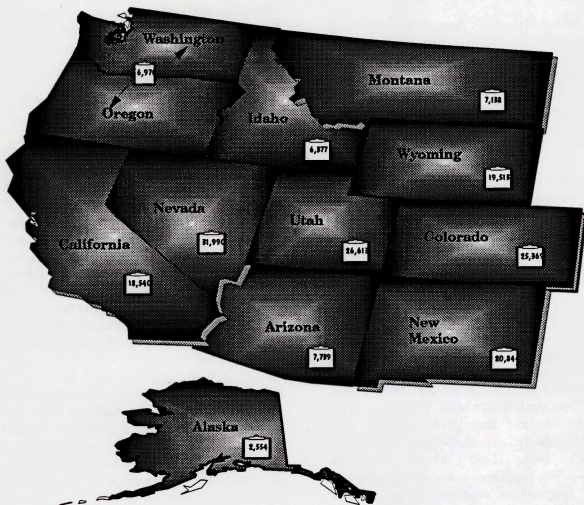
The 1988 amendments to the Archaeological Resources Protection Act of 1979 (ARPA), require Federal agencies to develop plans and prepare a schedule for inventorying non-project areas (i.e., areas not related to proposed land use development actions) to locate archaeological resources that may be vulnerable to illegal excavation and artifact theft. BLM will continue to identify, schedule, and conduct inventories in the highest priority areas. Consistent with the ARPA amendments, at the 1995 level the BLM will conduct cultural resource inventories on 80,000 acres of Public Land, to identify archaeological resources that may require a greater degree of protection from unauthorized uses.

Interdisciplinary Planning

BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management plans which set out precise on-the-ground management actions. These plans reflect consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public.

Cultural resource project plans represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays), and where new studies will be done to improve cultural resource information. At the 1995 level, 65 cultur

Cultural Properties Recorded



Number of sites, *BLM*
only.

As of 1992.

al resources activity plans will be prepared or revised. Priorities for plan preparation include newly acquired and/or newly designated areas, and areas where deterioration and vandalism have been documented to be at a critical level.

Cultural Resource Protection

The BLM has historically devoted approximately one-third of its Cultural Resources program funds to various forms of cultural resource protection, including physical protection such as site stabilization, administrative protection such as closures, support for cultural resource law enforcement activities, public awareness and education, and site interpretation efforts.

ARPA, the primary law designed to curtail illegal activity against publicly owned archaeological sites, offers protection to archaeological resources on Federal lands by providing felony level penalties for unauthorized excavation, removal, damage, sale, transport, solicitation, etc.

Examples of ARPA related archaeological site protection activities include: participating in multi-agency task force operations to combat trafficking in looted archaeological resources; participating in interagency anti-looting and public awareness/education programs (e.g. Oregon's *Northwest Save*, Utah's *Vandalism Task Force*, Wyoming's *Safeguard Wyoming's Past*, New Mexico's *Public Land Watch*); volunteer Adopt-a-Site programs; coordinating with the media to promote coverage of issues; and executing cooperative agreements with local law enforcement agencies and military police units, such as those developed with the Arizona National Guard and the Arizona Civil Air Patrol.

The BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. At the 1995 level, BLM plans to accomplish 150 resource protection or stabilization projects. Emphasis is given to implementing activity plans and physical site protection

projects in highly sensitive areas such as Grand Gulch in Utah, the Chacoan Outliers and Navajo Refugee sites in New Mexico, the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the significant cave sites in southeastern Oregon and southwestern Idaho, among others.

Challenge Cost-Share and Partnership Arrangements

To increase management capabilities for cultural and paleontological resources, the BLM actively pursues challenge cost-share opportunities and cooperative management agreements with universities, State and local governments, individuals, and public and private groups. These challenge cost-share and management agreements significantly expand BLM's capabilities in many different areas, notably in the areas of inventory, resource protection and site monitoring, science and research of archaeological and historic resources, and heritage education.

Efforts toward promoting and expanding volunteer, partnerships, and challenge cost-share programs have been highly effective in increasing public and interest group awareness of cultural resources and in increasing BLM's capability to advance program priorities. In 1995, BLM's cultural resource management program will have over 120 challenge cost-share and cooperative management agreements in place. Cooperators under these arrangements are expected to contribute approximately \$3,200,000 to the program on an initial BLM investment of about \$700,000.

In 1995, volunteers are expected to contribute over 85 work-years of volunteer time for the benefit of cultural resources. This represents a contribution of over \$2,400,000 at a projected cost to BLM of \$300,000. Together, in 1995,

challenge cost-share, cooperative management agreements, and volunteers are anticipated to produce contributions to BLM of almost \$5,600,000, and significantly expanded BLM's cultural resources management and protection capabilities.

Adventures in the Past

The 1988 amendments to ARPA contain a requirement that Federal land managers establish programs "...to increase public awareness of the significance of the archaeological resources located on Public Land and Indian lands and the need to protect such resources." In response to this provision, BLM developed its *Adventures in the Past* initiative. *Adventures* is BLM's "umbrella" program for promoting public education and awareness of archaeological and historic resources, and for encouraging public involvement in the protection and management of its cultural resources. *Adventures in the Past* has as its goals increasing the public's enjoyment of cultural resources, reducing the destruction of cultural resources, and demonstrating and encouraging good stewardship of cultural resources.

To accomplish these goals, BLM has developed a sequence of regional, commemorative, and thematic public events. The first three regional events were: Four Corners Tribute (1990), Great Basin Tribute (1991), and High Plains Tribute (1992). Two commemorative events were held in 1993, the Columbus Quinticentennial and the Oregon Trail Sesquicentennial. Activities in the regional events have included popular presentations on archaeology and history, interpretive tours, interagency exhibits, living history demonstrations, and similar activities that stress participation. The Four Corners event included a Governors' Conference to examine opportunities for improved cultural resource management in the Four Corners area under a comprehensive and coordinated approach to public involvement and education, interpretation, research, heritage tourism, and partnerships. The 1994 and 1995

Adventures event continues to focus on prehistoric and historic transportation and communication—"Trails West."

Interpretation

The BLM operates the Anasazi Heritage Center near Dolores, Colorado, which serves as a public museum and repository for artifacts and archaeological records from the Four Corners area. The Center is an interpretive facility which promotes awareness and education concerning archaeology and history, and awareness of BLM's mission of multiple use Public Land management. The Center has also enhanced the local economy and job base. The Center has a major role in implementing the BLM's *Heritage Education* initiative. The facility has been open to the public on a full-time basis since August 1988.

Utilization - Permits

The BLM issues cultural resource use permits to applicant consulting firms and educational institutions for archaeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely manner. The total number of permittees for archaeological work is expected to remain at the 1994 level. Although there are approximately 400 cultural resource use permits active in any given year, roughly two-thirds of them come up for renewal or similar processing each year. Thus, in 1995, BLM will process 290 new or renewal permit applications. Total associated work will increase, however, due to increased monitoring of permittee performance.

◆1995 Program Increase◆

Table LI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	11,982	+130
FTE	158	+1

The Budget Request is \$11,982,000 and 158 FTE, a program increase of \$130,000 and 1 FTE. The increase will be used to support the management of cultural resources through the following emphases:

Native American Program: +\$70,000 and 1 FTE

Native American issues will be examined for all major program initiatives such as *PACFISH* and Mining Reform with special consideration given to access for religious purposes. A handbook will

be developed to facilitate Native American coordination in all program areas. In 1995, priority BLM field offices will be dedicating additional staff to Native American coordination and consultation responsibilities.

Activity Planning: +\$60,000

This program increase will be used to fund 20 additional cultural resource project plans in 1995. Included are stabilization and protection projects, construction of physical barriers, signing and interpretative displays. Emphasis for plan preparation will be on newly designated or acquired resources, and areas where vandalism and deterioration have been documented to be at critical levels.

Table LII Workload Accomplishments, Cultural Resources Management, 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Inventory (000s acres)	90	90	65	-10
Activity planning (# plans)	45	45	65	+20
Permits (# permits)	290	290	290	0
Site mgmt. (# sites)	3,050	3,050	3,050	0
Resource protection/stabilization (# projects)	175	175	150	-25

Wilderness Management

◆Objectives◆

The major objectives of this program are to:

- provide management strategies that preserve naturalness, opportunities for solitude and other intrinsic wilderness values on all designated wilderness areas.
- prepare wilderness management plans and manage designated wilderness areas in accordance with established regulations and guidance;
- conduct interim management on wilderness study areas (WSAs) pending completion of Congressional action of the President's recommendations for these areas;
- conduct wilderness studies as part of land and resource management planning revisions on an on-going basis as part of the multiple use management mandate for the public lands as contained in FLPMA;
- participate in National Wilderness Preservation System interagency training and research programs and projects; and
- initiate and implement long-range baseline monitoring of resource conditions and trends as part of an interagency wilderness monitoring system.

◆1995 Program ◆

The wilderness resources under BLM management consist of potential wilderness areas (WSAs) and the management of wilderness areas which have been designated by law as part of the National Wilderness Preservation System. At present, BLM manages a total of 1,653,529 acres in 67 designated BLM wilderness areas, and provides interim management to over 26.5 million acres of wilderness, pending further

Congressional action. In 1993, the portion of the National Wilderness Preservation System managed by the BLM increased slightly with the addition of 51,505 acres of wilderness in Colorado in one new wilderness area (the Powderhorn Wilderness) and an addition to the existing Uncompahgre Wilderness. Legislation enacted in 1993 to designate the Birds of Prey National Conservation Area in Idaho and new wilderness areas in Colorado also released 87,459 acres from interim management requirements.

Inventory and Wilderness Studies

The wilderness inventory required by §603(a) of FLPMA was completed in 1980. Based on that inventory, approximately 25 million acres, located in 11 states and comprising 860 separate areas, were identified and classified as wilderness study areas (WSAs). Section 1320 of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA) exempted BLM lands in Alaska from the §603 FLPMA review mandated for the Lower 48 States. Wilderness studies, including inventory, in Alaska are to be conducted as part of the resource management planning process implemented by BLM under §202 of FLPMA. Any additional wilderness inventory efforts in the Lower 48 States will be conducted as part of BLM's normal inventory and resource management planning activities, and may be minimal.

The study process, completed in 1991, was integrated with BLM's land use planning system. All study reports, including EISs and mineral survey reports for each study area, were combined into statewide reporting packages for approval and decision by the Secretary. WSAs were evaluated based on specific policies and criteria contained in the Wilderness Act. Recommendations were prepared on which WSAs were judged to be suitable for preservation as wilderness areas and which WSAs were considered non-suitable for wilderness designation based on studies and evaluations of all potential resource values and uses.

In 1992, the BLM satisfied the provision of §603(a) of FLPMA (43 U.S.C. 1782), which required the Secretary of the Interior to report recommendations for wilderness designation of Public Land areas to the President by October 21, 1991. In total, over 90 separate studies and EISs were completed by the BLM. The President transmitted the final BLM wilderness recommendations to Congress in January of 1993.

Interim Management

Section 603(c) of FLPMA requires BLM to manage the lands in WSAs to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (i.e., "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WSA. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress which either releases them from WSA status by returning them to all types of multiple use activities, or adds them to the National Wilderness Preservation System. As lands are released from WSA status, the funding needs for interim management decline. However, if the WSAs are designated as wilderness, funding requirements for wilderness planning and management increase, especially in the first few years following designation because of the special management requirements under the Wilderness Act. BLM's implementing regulations and administrative requirements.

In 1995, BLM will provide interim management on 26,554,685 acres of WSAs, assuming no further Congressional action regarding BLM wilderness proposals.

Interdisciplinary Planning

BLM develops management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process includes a number of steps. A BLM interdisciplinary team is assembled and identifies any issues which need to be resolved in order to meet wilderness objectives, such as long-term protection needs, visitor use administration, and management of nonconforming uses and other resource activities. Data is compiled from the completed wilderness study documents, mineral surveys, habitat management plans, recreation management plans, cultural resource management plans, grazing allotment plans, fire plans, and other land use plans, and analyzed to develop possible wilderness management actions and alternatives. Public involvement in plan development and analysis is sought and used. The draft plan and environmental assessment are prepared and published for public review and comment and public notification is given when the final plan is approved.

To assure that wilderness values are maintained as specified in the Wilderness Act, all actions necessary for management of resources within each wilderness area are specified in the wilderness area management plan. For example, levels for visitor use may be established where necessary. Limits of acceptable change in resource conditions within the wilderness area are established, and a schedule for monitoring changes is initiated. Maintenance schedules for wildlife and range improvements within wilderness areas are developed. Requirements for vehicle access and road closures are identified, access requirements for non-Federal inholdings are analyzed, and recommendations for possible acquisition of inholdings are developed. Operating requirements for inclusion in anticipated mining plans of operation and stipulations for oil and gas lease development are also developed based on grandfathered or valid existing situations.

The BLM's policy is to complete wilderness area management plans within 2 years of wilderness area designation. However, if a large number of wilderness areas in a State are designated in the same year, completion of management plans is staggered over 5 years to accommodate the large workload. The effect of the Arizona Wilderness Act of 1990, which designated 38 additional BLM wilderness areas in Arizona, is to require the preparation of approximately 38 new wilderness management plans by 1996. BLM is proceeding on a 5-year schedule to complete these plans.

Wilderness Management

Wilderness area management involves the initial and long-term actions necessary to maintain wilderness values while permitting compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

- *Wilderness Area Patrol and Surveillance.* All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values. The intensity of surveillance varies with the intensity of use in the wilderness area. Generally, areas with low use and few conflicts require only minimal surveillance, whereas wilderness areas that are heavily used or have high potential for conflicting uses may require more frequent patrols and surveillance. Roads identified for closure must be barricaded and patrolled on a regular basis. In addition, monitoring environmental indicators is done to detect changes in resource conditions so that appropriate adjustments in management activities can be made. This workload is a continuous and long-term component of wilderness management.

- *Wilderness Area Boundary Identification and Maps.* Upon designation, wilderness areas require signing, and in some cases fencing of boundaries. Cadastral surveys conducted by BLM are needed in some areas to identify the bound-

aries and locate or re-establish survey monuments as necessary. This workload also includes updating public land records, and preparing wilderness maps for official files and public distribution. Identification of the wilderness area boundary on the ground and on maps, as well as the adjacent non-wilderness Public Land and State or private land is essential to effective management of the use of wilderness areas. This workload is a one-time need which should be completed within the first few years after wilderness designation.

- *Public Education.* Notifying the public, as well as local governmental agencies, about the designation and boundary locations of new wilderness areas, and what activities are permitted in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps, and media coverage are used to accomplish this task. Over the long term, public information efforts also include providing information about appropriate methods and techniques for using the wilderness area in a manner that would protect wilderness values. Local governments and agencies with jurisdiction over law enforcement, utilities, highways and fire protection are contacted and included in the planning process. This workload is primarily an up-front effort and is most intensive during the first few years after wilderness designation.

- *Commercial Uses of Wilderness and Other Resource Management.* Some commercial uses of wilderness such as livestock support facilities, the development of pre-designation mining claims, and access to non-Federal inholdings, are specifically permitted in wilderness areas and require wilderness management coordination to assure that any impacts to wilderness values are minimized. Activities related to the management of other resources, such as wildlife, recreation and cultural resources within wilderness areas are permitted at the discretion of the Federal land managing agencies to the extent that activities do not impair wilderness values. To ensure that policies are properly

implemented, BLM personnel must identify multiple resource activities during the design and implementation of projects in wilderness areas and develop stipulations which protect wilderness values. Coordination with State and local governments and user groups is also required.

Wilderness designation also results in additional workload in other resource management programs due to requirements of the Wilderness Act, BLM's Wilderness Management Regulations (43 CFR 8560), and management prescriptions in wilderness area management plans. Examples of this additional workload includes conducting mining claim validity examinations; coordinating with grazing permittees regarding maintenance procedures for range improvements; revising cultural resources survey and excavation permits; amending existing resource activity plans; measuring water quality and quantity; maintaining road closures, signs, trails and trailheads; and educating hunters and other visitors about allowed activities in wilderness areas through public contacts. Because restrictions on allowable activities within designated wilderness are more stringent than under interim management of WSAs (eg. prohibited use of motorized or mechanized equipment) and create a long-term workload, the cost of resource management activities in wilderness areas are somewhat higher than prior to designation.

The 1995 program provides for wilderness management activities in 67 designated BLM wilderness areas, comprising 1,653,113 acres. For the wilderness areas recently designated in Colorado, actions necessary to protect wilderness values, and complete wilderness management plans by 1996 can be accomplished.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness areas. These damages

may have been the result of unauthorized activities within the wilderness area such as prospecting, mining, off-road vehicle use, or unauthorized road construction. Some of the activities may have occurred prior to inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM completes the rehabilitation if the responsible parties cannot be identified or located or if they lack financial resources, due to bankruptcy or cessation of business activities, to repair the damages incurred. At the 1995 level, BLM will accomplish 30 resource protection or rehabilitation projects for wilderness areas or WSAs.

◆1995 Program Increase◆

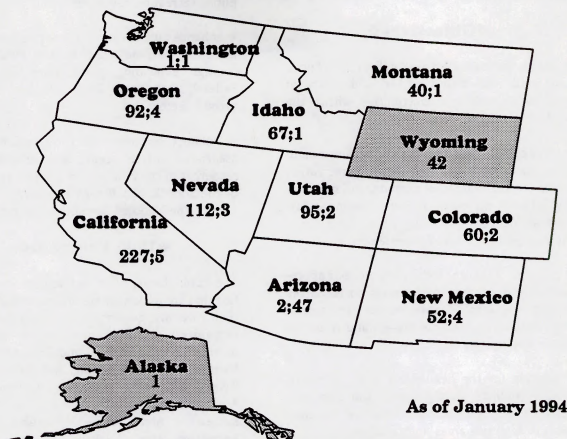
Table LIII 1994 Program Change (\$ 000s).

	1995 Budget Request	Program Change (+/-)
\$	13,443	+380
FTE	194	+1

The 1995 Budget Request is \$13,443,000 and 194 FTE, a program increase of \$380,000 and 1 FTE.

The increase will be used to fund an additional 8 resource protection projects to concentrate on limiting the impacts of OHV activities on wilderness resources. Roads and trails inside wilderness areas will be reclaimed and returned to a natural condition. Additional signing and law enforcement efforts related to the compliance of permitted activities and general use supervision of wilderness resources will be stressed.

BLM Wilderness Status By State



As of January 1994

Key: # WSAs; # Designated Wilderness Areas
i.e. the first number is the number of WSAs and the
second represents designated Wilderness Areas.
- States with no designated Wilderness Areas.

Table LIV Workload Accomplishments, Wilderness Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Interim Management (000, acres) ¹	26,643	26,554	26,554	0
Wilderness Mgmt. Plans (# plans initiated)	10	15	15	0
Wilderness Area Management (# areas) ¹	66	67	67	0
Resource Protection/Rehabilitation (# of projects)	22	22	30	+8

¹ Assuming no change in status of BLM wilderness areas and WSAs as a result of Congressional action.

Recreation Resources Management

◆Objectives◆

- ensure the continued availability of the Public Land and related waters for a diversity of outdoor recreation opportunities within the context of multiple use;
- protect biological diversity and sensitive natural resource values through allocating recreation resource use, issuing use permits, and monitoring impacts on other resource values, while maintaining the availability of outdoor recreation opportunities and experiences;
- promote, enhance, and facilitate public appreciation and awareness of recreation resources through visitor information services, interpretation, protection, and on-the-ground presence where appropriate;
- provide for the health and safety of users, reduce conflicts among users, and minimize resource damage through intensive management of high use areas and facilities;
- provide an appropriate level of visitor management and assistance, including support for law enforcement rangers, so visitors will be informed, and behave in a responsible manner, while maintaining the intrinsic values of the Public Land and related waters as a place to explore and enjoy safely;
- provide revenues to the Federal Government by assuring that at appropriate facilities and recreational users assume a share of the cost of recreation facility maintenance and resource protection, and that special recreation permits and recreation concession leases are issued to individuals and commercial recreation and tourism organizations operating on the Public Land;
- enhance local economies and job opportunities through cooperative relationships with na-

tional, State and local tourism entities, and by facilitating responsible, private sector use of public recreation resources;

- enhance outdoor recreation opportunities offered on and adjacent to the Public Land through expanding partnerships with other Federal, State, and local agencies and the private sector; and
- enhance opportunities for pleasure driving associated with the scenic, cultural, and natural resources of the Public Land through expansion of the *Back Country Byways* initiative, a component of the National Scenic Byways program.

◆1995 Program◆

The Public Lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by the BLM include 32 National Wild and Scenic Rivers; 32 National Recreation, Scenic, and Historic Trails; 8 National Conservation Areas; 2 National Scenic Areas; 60 *Back Country Byways*; one National Recreation Area (White Mountains National Recreation Area, Alaska); and one National Outstanding Natural Area (Yaquina Head, Oregon).

The BLM also manages 785 developed, 365 semi-developed and over 3,000 undeveloped recreation sites; over 14,100 miles of interpretive, hiking, vehicle and equestrian trails; 535 boating access points along 746 river segments (9,554 river miles); 21 concession operations; 4,138,000 acres of lakes and reservoirs; and 56 interpretive and visitor information centers.

In addition, there are 355 special recreation management areas which require intensive management, 115 established natural areas, about 900 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Lands and related waters also provide many extensive,

non-facility oriented recreational use opportunities, such as hunting, fishing, sightseeing, hiking, rock climbing, and hang-gliding.

BLM's Recreation 2000

Management of recreation resources on Public Lands is guided by implementation of BLM's *Recreation 2000*: a Strategic Plan. The Public Land has the greatest potential of all lands managed by the Federal Government to provide the widest range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural and cultural resources. The 270 million acres of Public Land in the 11 western States and Alaska represent as much land as the acreage of the National Park and National Forest Systems combined. The implementation of *Recreation 2000* is critical to properly manage the growing use of the Public Land for outdoor recreation purposes within the context of the BLM's multiple-use mission.

The *Recreation 2000* strategic plan provides a clear statement of the BLM's recreation management policies and goals, and highlights where the BLM intends to concentrate efforts in all recreation-related programs, including recreation resource management, facilities maintenance, access, land acquisition, construction, and others into the next decade.

Recreation 2000 identified eight major challenges that are critical to the successful implementation of the BLM's long-range recreation policy objectives and form the basis for the BLM's recreation initiative. These challenges are: 1) visitor information and interpretation; 2) resource protection and monitoring; 3) land ownership and access adjustments; 4) partnerships; 5) volunteers; 6) tourism programs; 7) facilities; and 8) permits, fees and concessions.

To assist in implementing the goals, policies, and challenges identified in the *Recreation 2000* strategy, the BLM is implementing some 100 action items with a schedule to meet the eight

Recreation 2000 challenges. The BLM Implementation Plan focuses on improving the BLM's capability to protect essential recreation and other natural resources, maintaining existing recreation facilities, and improving service to visitors. In 1989, the BLM prepared national and State level implementation plans to carry out the objectives of *Recreation 2000* and began to carry out priority action items in 1990. State-level implementation plans identify the on-the-ground issues and priorities in resource management, maintenance, access, acquisition and construction for all recreation management areas.

Management of Special Recreation Areas

The BLM is mandated by FLPMA to manage the Public Lands for a diversity of opportunities and sustainable development as opposed to single, short-term uses. FLPMA further directs that the BLM protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archaeological values.

Within the Public Lands, there are special areas of national significance in which the protection and conservation of significant resources is paramount. Such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs), National Recreational Areas, or Wild, Scenic, and Recreational (WSR) Rivers; or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Scenic Areas, National Natural Landmarks, or Special Recreation Management Areas (SRMAs). BLM focuses most of its priority program attention on identified SRMAs and nationally designated areas, where more intensive recreational use requires direct BLM supervision of use activities and calls for investments in resource protection facilities.

Each of BLM's specially managed areas has received some type of formal designation which highlights the long-term commitment to more intensive resource management and protection

of their critical resource values. All of these specially designated and managed areas are the focus of public interest and have received extensive private sector and local government support through volunteers, contributions and cooperative management efforts.

The outstanding character of recreation opportunities found in these special areas have made them extremely popular with the public. The resulting high visitor use levels require the BLM to provide a higher level of recreation management to ensure that important resources are protected and visitor needs are met. These intensively used special management areas satisfy public recreation demands that cannot be met on lands managed by other Federal agencies or provided by the private sector.

National Conservation Areas (NCAs), a designation unique to BLM lands, receive more intensive management than other multiple-use lands, with a focus on recreation values and the conservation of their natural and cultural resources. Other similar special areas under BLM jurisdiction include the White Mountains National Recreation Area in Alaska, and the East Mojave and Santa Rosa Mountains National Scenic Areas in California.

The 1995 program continues the priority emphasis for the BLM's 8 NCAs which are: the El Malpais in New Mexico, the California Desert Conservation Area and the King Range in California, the San Pedro Riparian and Gila Box Riparian in Arizona, the Birds of Prey in Idaho, the Red Rock Canyon in Nevada, and the Steese NCA in Alaska. Recreation management emphasis in these areas focuses on additional plan implementation (such as the Desert Plan), plan development in the recently designated Gila Box Riparian National Conservation Area and the reduction of resource conflicts and unauthorized uses.

The recreation program helps the BLM maintain biological diversity on the Public Land. Biological diversity (or biodiversity) considers the

interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and variety of ecosystems found in the natural world. Management approaches which enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social value and economic products derived from these natural landscapes.

Since an important component of the recreation resources program involves providing on-the-ground management presence, the BLM has visitor service personnel, law enforcement rangers, and seasonal visitor management specialists in intensively used recreation management areas in many States. Within these areas, the operation of developed and undeveloped recreation sites also includes collecting fees through routine on-site visits or fee collection devices, and providing visitor supervision through the use of campground hosts.

Wild, Scenic and Recreational (WSR) Rivers

The 1995 program covers continuing implementation of 32 Wild and Scenic River management plans for BLM administered rivers in the National Wild and Scenic River System. This includes permit issuance and monitoring for commercial operators and supervision of visitor use of these rivers.

BLM actions related to potential WSR rivers, involve the following steps: 1) inventory to identify potentially eligible segments; 2) determine eligibility based on the criteria established by the Wild and Scenic Rivers Act of 1968; 3) tentatively classify each segment as either wild, scenic or recreational so identified values can be protected; 4) determine the suitability of particular segments for inclusion in the National Wild and Scenic Rivers System and prepare recommendations through the BLM's Resource

Management Plan (RMP)/Environmental Impact Statement (EIS) process; 5) prepare legislative reports and transmittal documents; 6) respond to designation and final classification by Congress as wild, scenic or recreational; 7) prepare activity plan and determine final boundary; and, 8) implement activity plans.

The inventory and evaluation of potentially eligible WSR river segments (*i.e.*, steps 1 through 4 above) are conducted as part of the pre-planning and issue scoping steps in the resource management planning process. Potential river segments and associated issues are identified by BLM resource professionals along with public involvement. Criteria for each river value category are applied to each segment to determine its eligibility. To qualify as eligible, a river segment must be free flowing and have at least one outstandingly remarkable scenic, geologic, fish and wildlife, recreational, cultural, historical, or other similar resource value. During 1995, the BLM will continue inventory and evaluation for approximately 200 potentially eligible WSR river segments. This work will be accomplished as part of the BLM resource management planning process and in conjunction with the RMP schedule.

Cave Resources

As required under the *Federal Cave Resource Protection Act of 1988*, BLM also conducts inventory and evaluation of significant cave resources located on the Public Land. This process includes consolidating existing records; contacting local cavers and interest groups to identify additional known caves; field trips (with assistance from caving groups) to assess resource values and conditions; tentative evaluation based on significance criteria; public review and comment; and final significance determination.

After a cave is determined to be significant, additional inventory and documentation (*e.g.*, mapping, photography) may also be needed to provide data on significant resource values and cave conditions needing management and

protection as a basis for activity plan preparation. Based on inventory work to be completed in 1994, a number of additional caves will be identified and recorded.

Interdisciplinary Planning

Recreation Resources Management Activity Planning is conducted at two levels: 1) recreation area management plans, and 2) project plans. Recreation area management plans identify on-the-ground actions needed within a designated area to implement recreation use decisions made in RMPs. Project plans, which are completed for individual recreation sites, form the basis for development of the survey and design specifications for recreation-related maintenance and construction projects and other project work, such as interpretive facilities and resource protection measures.

In general, BLM will continue to shift emphasis from the preparation of recreation area management plans to the preparation of project plans, and implementation of existing approved plans (*i.e.*, resource protection and visitor management). This shift will help to meet the goals and objectives of *Recreation 2000*. Priority for project plan preparation will be given to Congressionally designated areas and top priority special recreation management areas as guided in the State level Implementation Plans.

In 1995, BLM intends to prepare, revise or update 115 new activity plans for recreation resources management or project areas, including caves. Preparation of management plans for cave resources involving about 20 caves, which have been identified in approved RMPs, will be underway primarily in New Mexico and Wyoming.

Permit Management

Many unique recreational opportunities on the Public Land are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers

of competitive events, such as promoters of large off-highway-vehicle (OHV) events. BLM issues permits for several types of recreation activities, such as river use, outfitters (for hunting, backpacking, etc.), OHV and competitive events (e.g., all terrain vehicle and the Iditarod Dog Sled Races), as well as individual recreation use (e.g., camping and long-term visitor areas). These recreational opportunities provide substantial financial contribution to the local economies. For example, the *Parker 400* OHV race generates approximately \$2,000,000 annually to Yuma, AZ; and the *Mint 400* OHV race generates over \$5,000,000 to the Las Vegas, NV area.

In 1995, BLM expects to issue some 21,200 special recreation permits and an estimated 115,900 day use and camping permits. Permit management is a critical workload because the accompanying monitoring and compliance activities provide BLM with its main capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and related waters, and to prevent resource damage as well as to ensure adequate fee collection and revenue from special recreation activities. The public is well served through the permitting of recreation service partners (commercial operators); otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many Public Land recreation opportunities.

Visitor Services

A variety of visitor services are performed by BLM personnel and volunteers to ensure that visitors to the Public Land areas have a safe, enjoyable experience. Visitor services work consumes nearly half of the funding resources of the Recreation Resources program. Visitor services includes the following functions: 1) visitor protection and supervision; 2) information and interpretive services; and 3) emergency assistance.

Visitor protection and supervision includes protecting visitors from natural and human-made hazards, protecting sensitive natural resources from damage due to unauthorized use, minimizing conflicts among visitors or with other users, and monitoring local conditions to ensure that important recreation opportunities, visitor safety, and sensitive natural resource values remain unimpaired. Emphasis is placed on having an on-the-ground presence of BLM personnel, and where appropriate and necessary, on enforcing laws and regulations by BLM Rangers who have delegated law enforcement powers.

Information and interpretive services involve providing basic information about an area or site through personal contact, maps, publications, signs and formal interpretive/education programs. Again, the emphasis is having a highly visible BLM presence on the ground in the form of uniformed BLM recreation management personnel and BLM Rangers, as well as through signs, kiosks, brochures, etc.

Occasionally, the BLM is called upon to provide emergency assistance to visitors, such as supplying emergency drinking water, first aid medical care, minor vehicle repairs, vehicle extraction, and emergency radio communications.

This program provides a significant portion of the funding for BLM Law Enforcement Ranger patrols. As multi-resource professionals, uniformed BLM Rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The presence of BLM Rangers trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to prevent unauthorized activities that threaten critical resource values, to increase user safety, and to provide an authoritative and informative presence on the Public Lands and related waters.

Resource Protection

The Resource Protection portion of the program is directed toward preventing degradation or damage to resources from recreation-related activities. Interim protection and plan implementation can require resource protection projects, such as the installation of barriers, fences, use control signs and interpretive signs. This component also includes project work needed to reduce erosion by directing use away from fragile soils, installing devices to prevent overuse of sensitive vegetation areas or wildlife habitats, and landscaping treatments. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land-use activities by adding stipulations to leases and permits. In 1995, BLM plans to accomplish 275 resource protection projects for recreation resources.

A major portion of BLM recreation resource protection projects involve OHV use and water-based recreation. The designation of a WSR river sometimes results in increased use as outfitters conduct river-running trips or as the general public becomes more aware of the river recreational opportunities. Additional resource protection projects may be needed to prevent water pollution, soil erosion, littering and solid waste problems, and impacts of unauthorized occupancy on or near sensitive resources. The timely installation of properly placed protection projects can reduce resource damage and eliminate future resource reclamation costs.

The OHV designation process may also result in the need for resource protection projects. This process starts with the identification of three types of OHV areas (*i.e.*, open, closed or limited) in the planning process. With public user input, BLM professionals determine which roads and trails may be used by OHVs and what closures or restrictions, if any, are needed. Maps and brochures are prepared to inform the public of these designation. Implementation of OHV designations requires posting signs, constructing fences, and other barriers to control and

prevent use. Some roads and trails may also be reclaimed to prevent unauthorized use and correct past damage from OHV use.

Improved Management through Partnerships and Volunteers

The BLM continues to encourage partnership arrangements to assist in the management of recreation resources, and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in recreation management efforts. Partnership arrangements have been successfully developed with such groups as historical societies, OHV clubs, caving, hiking, and rockhounding groups, hunting and fishing clubs, ranchers, conservation organizations, whitewater boaters, State, local, and other Federal agencies, and recreation service providers (such as guides and outfitters).

Within the 1995 funding level, the BLM plans to devote \$600,000 to the recreation challenge cost-share program with an expected benefit of \$4,000,000 to accomplish additional on-the-ground projects. The BLM also plans to continue partnerships at the national level and implement initiatives such as Tread Lightly, Back Country Byways, Recreational Fishing, and Watchable Wildlife. These programs will provide the impetus for specific resource management efforts at the State and local level.

The BLM uses volunteers extensively in this program to record archaeological sites, maintain trails and facilities, serve as campground hosts, and provide clerical and other administrative support such as staffing visitor centers and contact stations, and doing statistical and data entry. In 1995, 6,500 volunteers are expected to contribute nearly 440,000 work hours valued at over \$5,500,000 to the BLM recreation program for a total expenditure of \$500,000.

Back Country Byways

BLM and the Forest Service are the two Federal agencies that currently designate certain roads as part of the National Scenic Byways program. The *Back Country Byways* initiative supports the BLM *Recreation 2000* strategy. These complementary initiatives are designed to expand public access to the Public Land for recreation purposes. *Back Country Byways* place emphasis on enhancing opportunities for pleasure driving associated with the scenic, cultural and natural resources of the Public Land.

The goals of the *Back Country Byways* system are to meet public demand for pleasure driving, to facilitate partnerships among recreation groups and government agencies, to help contribute to local economies, and to increase awareness of the values of the Public Land. The BLM *Back Country Byways* are roads or trails off the beaten path, and range from paved, all-weather roads suitable for normally equipped passenger cars to single-track trails suitable only for dirt bikes, mountain bikes, snowmobiles, or all-terrain vehicle use.

There are currently 60 *Back Country Byways* totaling about 3,080 miles in the system. A partnership with the American Recreation Coalition, American Isuzu, and Farmers Insurance has supported and facilitated the designation and implementation of the *Back Country Byways*. Additional partnerships on a State and local level have provided significant support for the program.

In 1995, \$200,000 is planned to be used to continue the *Back Country Byways* program. The *Back Country Byways* program will emphasize the designation of new Byways, along with the development of wayside exhibits, maps, self-guided tours, parking and other measures to continue expansion and emphasis on quality experiences for visitors to Public Lands.

❖1995 Program Increase❖

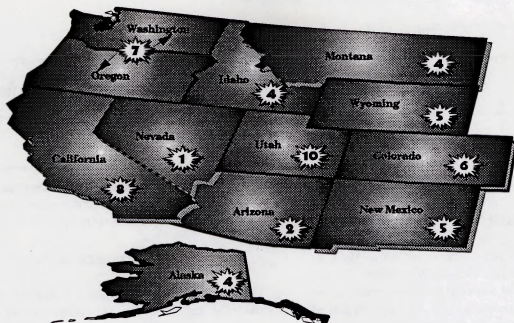
Table LV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	25,761	+500
FTE	427	+5

The 1995 Budget Request is \$25,761,000 and 427 FTE, a program increase of \$500,000 and 5 FTE.

The increase of \$500,000 and 5 FTE will be used to support increased visitor services and permit management at fee facilities throughout the Public Lands. The emphasis will be on increased visitor health and safety, the overall recreation experience, resource protection and enhanced fee collections at all eligible sites. It will be used to issue and monitor some 200 additional Special Recreation Permits covering commercial and group recreation use of the Public Lands, and some 2,000 additional day and camping permits at fee sites administered by BLM. Some funding will be applied toward supporting additional emphasis by BLM Rangers in compliance and law enforcement efforts related to recreation resources.

BLM Visitor Centers and Contact Stations



Number of sites, *BLM only*.

includes Visitor Centers, Heritage Centers, Information Centers,
and Contact Stations

As of 1993.

Table LVI Program Workload Accomplishments, Recreation Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Inventory (000s acres)	3,000	2,500	2,500	0
Activity Plans (# plans)	132	115	115	0
Permitting (# Special Recreation permits issued)	20,900	21,000	21,200	+200
Permitting (Day use & Camping permits issued) ¹	112,900	113,900	115,900	+2,000
Resource Protection (# projects)	282	274	275	+1

¹ New data now available from the Recreation Management Information System(RMIS)

Justification of Program and Performance

Activity: Renewable Resources Management Subactivity: Recreation Operations (Fees)

Table LVII Subactivity Summary (\$ 000s).

	1994 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	1,462	0	0	1,462	0
FTE	28	0	0	28	0

◆Authorization◆

The Land and Water Conservation Act of 1965, as amended (16 U.S.C. 460l-6a(f)) provides for the establishment of a special receipt account in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

◆Objectives◆

The major objectives of this program are to:

- enhance fee collection capability to support management of recreation facilities, including recreation uses and maintenance of those facilities that generate fees;
- maintain sites and facilities in fee areas with emphasis on protecting the health and safety of the user; protecting the investment, enhancing the visitor's experience, and improving the collection of fees;
- monitor recreation permits to ensure compliance with appropriate laws, regulations, stipulations, terms and conditions; and

- implement resource protection projects associated with fee sites and recreation permitting.

◆1995 Program ◆

The funding for this program is derived from the fees collected for recreation use of the Public Lands under the BLM's Recreation Use Permit and Special Recreation Permit programs in the preceding fiscal year. The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66) amended the Land and Water Conservation Fund (LWCF) Act (16 U.S.C. 460l) to further expand collection of recreation use fees which are deposited into a special account established for each agency in the Treasury of the United States. The funds deposited in the account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1993, the BLM's recreation fee collections were \$2,300,000, derived from some 113,000 recreation permits for camping and other uses at developed facilities and from about 21,000 Special Recreation Permits. The 1995 appropriation will be derived from the receipts collected in 1994 which are expected to total \$3,500,000. The 1994 receipts are based on plans to collect fees at an additional 100 existing developed recreation sites.

Permitting

BLM makes many Public Lands recreational opportunities available to the public by issuing permits for which a fee is paid. BLM issues special recreation permits for several types of recreation activities, such as commercial river use; backcountry outfitting and guide services for hunting, fishing, and backpacking; off-highway vehicle races and other competitive events such as the Iditarod Dog Sled Race. Recreation use permits are also issued for individual recreational camping in BLM campgrounds which meet minimum criteria under the Land and Water Conservation Fund for fee collection, and for use of long-term visitor areas in the desert southwest.

After a permit is issued, the BLM monitors the authorized activities to ensure compliance with the permit terms and stipulations. This monitoring and compliance provides the BLM with the capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and related waters and to prevent damage to natural and cultural resources, as well as to ensure adequate fee collection from recreation activities. Funds in this subactivity are used to assure compliance with the terms and conditions of permits issued by BLM.

Visitor Services

The BLM contacts visitors to the Public Lands involved in activities authorized by permits and at recreation fee facilities to ensure that they have a safe recreational experience and are provide enough information to be able to handle the challenge of most Public Lands recreational experiences. Visitor assistance includes educating and providing information about recreation opportunities, emergency assistance, visitor protection and use supervision. Information and interpretive services involve basic information about an area or site through personal contact, maps, publications, signs, and formal interpretive and education programs.

Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate, and on enforcing applicable laws and regulations as necessary, through the use of BLM law enforcement rangers.

Recreation Site Operations and Fee Collection Activities

The BLM operates 160 recreational facility sites at which fees are collected. Site operations include collecting fees, and providing visitor services to ensure voluntary compliance with the fee requirements and other regulations associated with a particular site. Volunteers are used extensively as campground hosts, to collect fees, and do some basic maintenance at many of the sites. Volunteers who collect fees are covered by a Bureauwide surety bond to protect the Government's revenue and make it possible to use volunteers to collect fees. The fee structure at each site is evaluated annually to determine if the fees are comparable to similar sites in the surrounding area on private and other agency lands.

Recreation Facility Maintenance

This function involves both scheduled and corrective maintenance at BLM fee-generating sites, including maintenance of buildings, shelters, water supply systems, fences, landscaping, parking areas, etc. Maintenance activities include repairing water supply facilities, pumping vault toilets and dump stations, replacing or repairing broken or non-operating facilities, and collecting trash. Funds in this subactivity are used to perform recreation facilities maintenance and provide for operation of fee generating sites.

Resource Protection

After a permit is issued, the BLM monitors the authorized activities to ensure compliance with the permit terms and stipulations. This monitoring and compliance provides the BLM with the capability to control use and protect resources

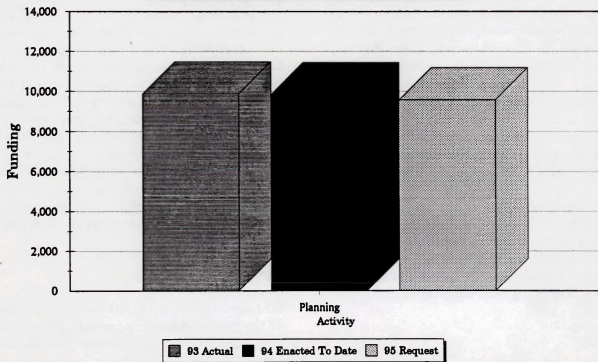
Activity Summary

Activity: Resource Management Planning

Table LIX Activity Summary (\$ 000s).

	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Resource Management Planning	9,792	9,834	-256	0	9,578	-256

Resource Management Planning *Dollars in Thousands*



Justification of Program and Performance

Activity: Resource Management Planning **Subactivity: Resource Management Planning**

Table LX Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	9,834	-256	0	9,578	-256
FTE	144	-15	0	129	-15

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1712) requires land-use planning for management of all the Public Land administered by BLM.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

◆Objectives◆

Resource Management Plans (RMPs) guide BLM land use and resource management decisions for the Public Land by:

- improving BLM's ability to identify and assess changing natural resource conditions and new Public Land uses systematically;
- enhancing the ability of BLM managers to resolve natural resource issues and land use conflicts affecting the Public Land;

- promoting coordination and consistency with the plans of other Federal agencies and State, local, and tribal governments;
- facilitating public participation in Public Land management and planning; and,
- facilitating compliance with statutory mandates including FLPMA, NEPA, and other applicable laws.

◆1995 Program◆

This program provides for the preparation, approval, and revision of RMPs; plan maintenance, monitoring and evaluation; and coordination of planning actions with other agencies, State, local and tribal government officials, and the public. The program also carries out the general, non-planning related NEPA program management responsibilities that are not directly attributable to a specific project or other program. Examples of this workload are: review of other agency environmental documents, providing support to other agency's environmental document preparation, and conducting training of BLM personnel to implement NEPA requirements.

Purpose of RMPs

BLM Land Use Plans allocate resources located on the Public Land among competing needs and uses, and contain appropriate multiple-use

management prescriptions. A mix of RMPs and Management Framework Plans (MFPs), an older generation of BLM land use plans prepared according to FLPMA standards but not under the current planning regulations, comprises the existing base of BLM land use plans. This base of land use plans covers approximately 98 percent of the Public Land area administered by the BLM excluding Alaska. The MFPs now in use were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

Preparation of RMPs and other planning activities are conducted by the BLM in accordance with its published planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related requirements are set forth in these regulations. The regulations also incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA. BLM plans must also be consistent, to the extent possible, with the resource-related plans, programs and policies of other Federal agencies, State and local governments, and Indian Nations. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of approved plans.

New land use proposals, whether originating from outside of BLM or from within the BLM, which are not addressed by existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Changes in circumstances, including the results of monitoring

and evaluation, are also addressed through the plan amendment process, or a plan revision, if warranted. Also, new planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning Work Processes

Planning work falls within three general categories and includes the interrelated actions described below:

① *Preplanning:* Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and interdisciplinary team skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).

② *Plan Preparation:* Execution of the 9 prescribed action steps as detailed in the BLM planning regulations (43 CFR 1600). These steps are: scoping, inventory, management situation analysis, formulation and assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.

③ *Plan monitoring and maintenance:* Involves tasks such as the following:

- developing priorities for and scheduling implementation actions.
- determining the conformance of management activities and new proposals to existing plan decisions and decisions about the need for amendment of a plan.
- monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions.
- maintaining the viability of current plans to ensure their continued utility and effectiveness.
- coordinating management actions to ensure consistency with other involved Federal agen-

cies, and local, State and tribal governments plans, and

- ensuring NEPA compliance of the subsequent and more detailed plans of action that are prescribed within the framework of the RMPs.

Management Improvements

In response to various reports by GAO, the National Academy of Sciences, and internal program evaluations, the BLM is implementing the results of a review of the BLM's planning system known as "*An Operational Strategy for Planning for the 1990's.*" Key decisions in this document provided a balanced planning program with priorities on plan implementation, maintenance, amendment and development, set national priorities for plan development, and increased program efficiency.

The 1995 Budget continues to implement these decisions. Due to a continuing trend of higher costs of RMP preparation, program emphasis is now to complete more of the RMPs already in progress.

The BLM has completed the shift in emphasis and re-directed available funding from new RMP preparation to plan implementation, monitoring and maintenance. This shift was made to reflect the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

New RMPs being started in 1994 are geared to a schedule of completion within 3 years. The BLM has determined that, given the anticipated annual level of funding, the appropriate number of RMPs to start on a yearly basis is 2. This workload may also be more expensive to complete since the per unit costs for RMP development are increasing at a rate of about 6 percent per year (primarily because of increases in personnel costs and because the RMPs being developed tend to be more controversial and complex).

Status of RMP Workload

In 1995, BLM will begin new starts on 2 RMPs, and complete 11 RMPs in progress. The following table summarizes the workload status. The graphic entitled "*Composite RMP Status*" portrays the location and status of BLM's RMP workload as of December 1993.

Table LXI RMP Summary, 1993, 1994, 1995.

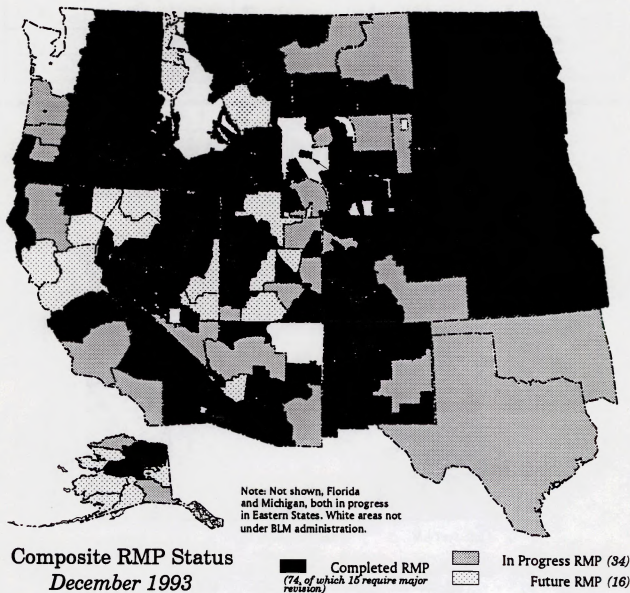
	FY 199 3	FY 1994	FY 1995
RMPs Completed/ Approved EOY	75	91	102
RMPs in Progress	--	35	24
RMP Completions During Year	--	11	11
RMP New Starts	--	2	2

Over time, the number of RMPs will increase, and MFPs will decrease as new RMPs are completed. Since RMPs are more complex and detailed than older MFPs, the cost of maintenance on a per unit basis is also higher. By the end of 1995, BLM will maintain 102 RMPs.

In addition to the above described work, significant effort in support of the emphasis on interdisciplinary resource management will be expended during 1995 in the areas of planning coordination with State, local, and other Federal agencies, as well as in environmental coordination as required by NEPA.

Table LXII Workload Accomplishments, Resource Management Planning, 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource Management Plans (# Completed)	3	11	11	0



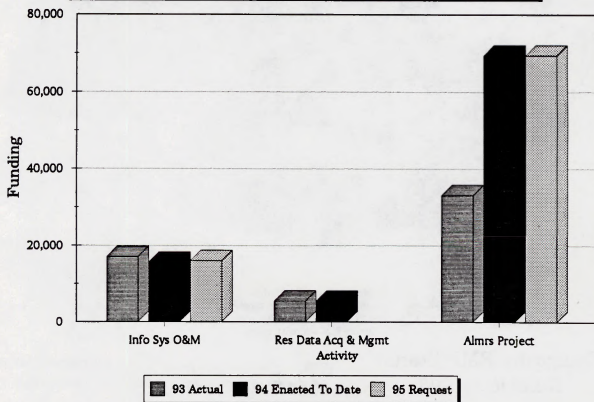
Activity Summary

Activity: Information and Resource Data Management

Table LXIII Activity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change from 1994 (+/-)
Information Systems Operation and Maintenance	15,597	+360	0	15,957	360
Resource Data Acquisition and Management	5,451	0	-5,451	0	-5,451
ALMRS Project	69,418	+24	0	69,442	+24
Total	90,466	+384	-5,451	85,399	-5,067

Information and Resource Data Management *Dollars in Thousands*



Justification of Program and Performance

Activity: Information and Resource Data Management

Subactivity: Information Systems Operation and Management

Table LXIV Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	15,597	+360	0	15,957	+360
FTE	280	+5	0	285	+5

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1731) requires preparation and maintenance of an inventory of all Public Land and resources and other uses on a continuing basis, and provides for the management of the Public Land through the BLM.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national Federal information policy, and as part of this, ensures that automatic data processing (ADP) and telecommunications technologies are acquired and used to improve service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

The Computer Security Act of 1987 (40 U.S.C. 759) requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of Federal data.

◆Objectives◆

The objectives of this program are to:

- continue to support implementation of the BLM's automation, information resource management and modernization (AJM) initiative to

provide for cost-effective, efficient, and fully integrated data management systems to support all BLM programs;

- explore methods for making existing ADP and data communications operations more effective; and
- provide appropriate ADP systems support to meet BLM program action priorities.

◆1995 Program◆

This program provides BLM with ADP system program management, systems design and management, computer operations, current system software and hardware maintenance, and data telecommunications needed to support BLM natural resource programs and administrative systems operations.

The Transition Year

1995 represents a year of transition since it represents the completion of the two-year in duration Phase 1 of the ALMRS/Modernization project.

Phase 1 constructs the foundation for Bureauwide "information highway." This foundation provides the BLM with common hardware and software (known as the "Modernization Platform") containing a Bureauwide office-to-office electronic communications link and provides the basis for future efficiencies as the

BLM transitions to a fully integrated electronic automation office environment.

Automation has become inseparably integrated into BLM's day-to-day operations because of (1) the increased technological and software capability now available on non-mainframe equipment, (2) the entry of new personnel who have experience in the use of PCs, (3) the exposure to and actual use of PC applications by current BLM employees, and (4) the proven track record of useability and resultant efficiencies now being realized by BLM.

In 1995, while some terminology will change—"servers" instead of minicomputers and mainframes; a different operating system, UNIX instead of DOS, and "workstations" instead of PCs—ADP equipment will continue to grow in importance as a vital tool in managing the Public Land. We project that normal day-to-day functioning of the BLM ("the business practices") will see dramatic changes as employees gain experience with the new hardware and software.

As an example of the change of business practices that is forecast, many applications, once restricted to large scale mainframe computers, can now be more efficiently and economically performed on workstations. At the end of 1993, the number of PCs being used in BLM exceeded 6,000. As part of ALMRS/Modernization phase 1, the BLM will provide each employee with a workstation, thus bringing the total number of workstations and servers to over 9,460 at 177 sites. This becomes the foundation of BLM's "information highway" and the beginning of the automated office environment. Old DOS-based PCs are being decommissioned.

1995 is the second year of installation, on a BLM-wide basis of the "Information Highway." Since BLM is not yet completely on this platform, dual operations (*i.e.*, operations on both the new platform and some of the old platforms) will be conducted during this year. It is anticipated that in early 1996, major business

Table LXV Workstation Installation by State/Office.

FY	State/Office	No. of Sites	Workstations and Servers
94	Washington HQ	2	342
94	Service Center	6	569
94	New Mexico	12	774
94	Eastern States	4	255
94	California	19	815
94	Montana	14	580
94	Nevada	10	650
94	<i>Subtotal</i>	67	3,985
95	Phoenix TC	1	70
95	Alaska	9	687
95	Arizona	9	533
95	Colorado	16	609
95	Idaho	11	578
95	National IPC	1	157
95	Oregon	35	1,570
95	Utah	13	537
95	Wyoming	15	734
95	<i>Subtotal</i>	110	5,475
	Grand Total	177	9,460

practice changes will occur once the BLM is on a single platform and during that year, efficiencies due to lessened maintenance costs could be realized. As the new hardware and software is placed into service, BLM is committed to evaluating the actual support needs for the future.

Therefore, in 1995, support of the current mainframe and minicomputers will continue to be needed until both the administrative systems and the land records system are running on the new platform. Emphasis on PC maintenance costs will be lessened as the number of PCs decreases on a BLM-wide basis with installation of new workstations. This is due to the provisions of the ALMRS contract regarding maintenance that requires the contractor to provide lifetime warranties on all workstation equip-

ment. Certain operations support costs will remain since software configuration and technical support will be needed for almost twice as many machines.

Automated Data Processing

ADP plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Land. This role includes processing data necessary to make decisions involving resources valued in multi-billions of dollars, as well as providing support to make administrative and management activities operate more effectively.

BLM's current equipment configuration consists of a Honeywell DPS-8000 system at the BLM Service Center. Most administrative and natural resource ADP systems are run on this equipment. Each BLM State Office is equipped with a Honeywell DPS-6+ minicomputer for general ADP work and with Prime minicomputers used to support spatial data display applications. As the information highway is installed, in 1995, four DPS-6 mini-computers will be released with the remaining 10 DPS-6s and the DPS-8 mainframe being released in 1996.

On the current hardware configuration, there are two dozen or more automated systems operating on mainframe computers within BLM that provide managers with information for making sound resource management and administrative decisions and to ensure proper lease management and collection of revenues. Examples of such systems include: the Solid Leasable Minerals System (SLMS), the Lease Management System (LMS), the Adopt-a-Horse and Wild Horse and Burro Information Systems, Public Domain Forest Inventory, Inventory Data System, Materials Disposal System, Automated Fleet Management System, Remote Entry of Time and Attendance System, Automated Property System and the Mining Claim Recordation (MCR) System. Other systems which operate on decentralized equipment such as PCs, include the Oil and Gas Automated Inspection and Reporting System (AIRS), the Grazing Automated Billing System (GABS) which provides accounting

for grazing fee billings and provides information on range utilization, and the Facilities Inventory and Maintenance Management System (FIMMS).

Under the current ADP configuration, the following functions are performed:

- operation, maintenance, and management of ADP equipment and software;
- support of centralized, Department-wide administrative systems, such as the interface to FFS;
- operation, maintenance, and management of central site configurations and state office minicomputers;
- acquisition and installation of appropriate kinds and sizes of ADP and data communications equipment in BLM field offices; and,
- technical assistance to system users.

The costs for use of automated technology in direct support of a specific program purpose or need is funded from the benefiting subactivities and programs, not from this subactivity. This use includes, for example, systems development and maintenance for program-dedicated hardware, software, applications and data communications.

The current configuration provides BLM managers with the capability to analyze and display alternative land use options which greatly facilitate the development of Resource Management Plans. The applications currently operating on the Honeywell equipment will be translated for movement and placed on the ALMRS/Modernization hardware and operating environment as part of Phase 1 of the ALMRS/Modernization contract. These conversions to the new platform under Modernization are expected to be completed by the end of 1994.

The Service Center in Denver, Colorado, is organized to provide a full range of ADP and IRM support services, and each State Office and several District and Resource Area offices have small ADP staffs to operate their IRM equipment, provide systems management develop ADP system applications to meet local needs, and provide technical assistance and support to

the field office resource personnel. In 1995, a study will be concluded and recommendations implemented concerning the impact of the Modernization Platform on the relationship between the Service Center and State Offices.

Project Development and Management/AIM Process

BLM emphasizes use of the "Life Cycle Management" process to manage the development of AIM projects. Each system, from initiation to eventual hand-off to operations and maintenance is managed on a life cycle as well as project basis to ensure that it meets a fully specified BLM program objective or management need, is cost effective, and continues to meet user requirements throughout its lifetime.

Screening and control of new system proposals is performed under these procedures. This ensures the support of BLM missions as specified by on-the-ground users and managers. After screening, these proposals are coordinated on a Bureauwide basis which results in uniform applications.

To accomplish this, each new project is managed with a clear set of responsibilities assigned to the individuals responsible for project initiation, development, and operation and maintenance. A charter is prepared to define scope, objectives, deliverables, schedule, organization responsibilities, funding, management milestones, and methods of operation for systems development efforts. A project plan is prepared to guide the technical operation of the project including detailed schedules and timeframes for deliverables, specific staff assignments, funding requirements, task dependencies, and management reporting requirements. Both technical and management reviews are conducted at appropriate "Life Cycle" stages to ensure that the project progresses on schedule and meets its objectives.

ALMRS/Modernization—"The Information Highway"

BLM initiated an automation modernization project in 1985 to determine its ADP requirements for the decade of the 1990's. The goal is to provide a modern, cost effective, and efficient configuration of software, hardware, and data communications to meet BLM's ADP requirements for the 1990's.

Bureauwide implementation of the BLM's component of the Information Highway began in December 1993, with the delivery and installation of equipment for pilot testing at three states—the Service Center, New Mexico, and Washington Office headquarters. Full installation at these sites and four additional states—California, Eastern States, Montana, and Nevada—will be completed in 1994. Installation of the information highway for the remaining states and administrative systems operation will be shifted to the modernization platform during 1995. Replacement of the current land records systems by the ALMRS application will be phased in during 1996 and 1997.

The implementation of ALMRS/Modernization will enable the BLM to re-visit our business procedures in light of the full automation capabilities that will then be available. It is expected that BLM's business practices will be improved both as anticipated at the outset of the ALMRS project and in ways yet to be realized as BLM gains experience with these new capabilities. Land coordinate and usage data of the ALMRS system will form the basic land grid themes used in automated Geographic Information Systems (GIS) to plot and evaluate resource data. These improvements will directly benefit accomplishment of on-the-ground activities involved in managing the Public Land.

Justification of Program and Performance

Activity: Information and Resource Data Management **Subactivity: Resource Data Acquisition and Management**

Table LXVI Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	5,451	0	-5,451	0	-5,451
FTE	82	0	-82	0	-82

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1731) requires preparation and maintenance of an inventory of all Public Land and resources and other uses on a continuing basis, and provides for management of the Public Land through the BLM.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

◆Objectives◆

The objectives of this program are to:

- improve resource management decision making by supporting automation of certain essential resource data themes through establishing corporate data standards;
- utilize spatial data display technology to support BLM energy, minerals, lands, renewable

resource, and resource management planning programs;

- coordinate with other agencies on data standards and exchange to support BLM's ADP modernization efforts and interagency resource data automation;
- provide a process for uniform and consistent data administration throughout the BLM;
- process data using established remote sensing techniques to support BLM field operations; and,
- produce accurate maps necessary for resource management.

◆1995 Program◆

This program provides support for the use of existing technologies to automate certain BLM resource and physical data through the development of consistent corporate data standards and a system of Bureauwide data administration. The costs of actual applications of the technology to resource issues are funded by the benefitting subactivities. In addition, the closely related fields of photogrammetry and mapping are included to produce maps and data necessary for resource management activities.

Finally, BLM has processes for uniform and consistent data administration throughout the BLM, a process for using established remote

sensing techniques to support BLM field operations; and to produce accurate maps necessary for resource management.

Data Administration

BLM has concluded that a Bureauwide data administration effort is critical to the success of its automation and ADP modernization efforts. The experiences gained in prototyping automated systems have assisted in focusing BLM attention on the fundamentals of data administration. The essential elements of a data administration function as implemented by BLM are as follows:

- ① determining what data are needed to make multiple use decisions;
- ② defining the meaning of individual data elements and establishing standards for data automation;
- ③ deciding what data should be automated;
- ④ scheduling when the data should be automated;
- ⑤ determining what levels of quality/accuracy are acceptable;
- ⑥ determining how to minimize duplicative efforts in data automation within BLM and with other land managing agencies; and,
- ⑦ establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance access to the data used in making Public Land multiple-use resource decisions.

An effective, operating data administration function provides a clear management and oversight mechanism to synchronize the development of automated technology with the quality of the data to be automated and utilized in the BLM. By establishing data requirements and by defining data standards, BLM reduces the risks of entering unacceptable data into its ADP systems and the subsequent use of that data in making resource management decisions. It also ensures that the efforts related to automating the many different data themes within BLM will not

overlap each other and are appropriately planned and coordinated.

In order to develop data exchange agreements with users outside of BLM, clear guidance on BLM policies for data access and security is required, plus confidence in the completeness and quality of BLM's automated data. Current automated and hard copy records systems require extensive review and updating to determine appropriate ways to achieve conformity with the data standards being established.

Automated Resource Data (ARD)

BLM is using ARD with existing spatial data display technology to help resource managers make better-informed decisions in a more cost-effective manner. Demonstrated benefits of automated over manual methods in savings of time and money, and in increasing the accuracy of data and in improved data manipulation have greatly expanded the field use of automated information technology.

Automated Resource Data is used where land characteristics, either natural or humanly made, can be designated spatially (i.e. with attributes that allow the display of data in a map-like output) in a computer data base and spatially compared with other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection systems and land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid geographically to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization.

Prototyping of records data manipulation has shown that automated land status data, such as ownership, leases, and withdrawals, can be combined and displayed spatially with natural resource data for a parcel of land. Consequently, in the future, data from ALMRS combined with automated resource data in a spatial data

display application could be used to enhance land and resource management analysis. It will be possible to mutually reference geographic data among the various data bases by using the Geographic Coordinate Data Base as a common referencing structure.

Automated resource data are derived from numerous sources. Some data are digitized from maps containing resource information obtained from BLM's resource inventory activities. Additional data are obtained from the U.S. Geological Survey's (USGS) National Digital Cartographic Data Base (NDCDB) which contains digital terrain data in the form of digital elevation models (DEM) and selected base mapping data such as transportation, hydrography (streams and water bodies), political boundaries, and the Public Land Survey System (PLSS) as digital line graph (DLG) files. BLM will also produce DEM and DLG files to national mapping quality standards on areas where such files are unavailable from the USGS but are critical to BLM management needs. These files are exchanged with the USGS and help the USGS accelerate its own efforts to complete the NDCDB. Finally, the automated data will be invaluable in support of the National Spatial Data Infrastructure (NSDI) initiative.

Aerial photography and digital satellite imagery are obtained from the USGS EROS Data Center. These remote sensing tools greatly reduce the costs of producing maps whether on paper or in a digital data base. BLM participates in the USGS's National High Altitude Aerial Photography Program at an annual cost of \$250,000.

BLM uses both conventional and high altitude aerial photography for many resource mapping, management, and monitoring applications. Medium-scale color and color-infrared stereo aerial photographs are used for many aspects of BLM's resource management mission. Information is extracted by photo interpretation techniques or transferred from field reconnaissance. Typical applications include soil survey, range and forest vegetation analysis, recreation and

cultural resource assessment, engineering, mineral activity monitoring, potential trespass identification, compliance for realty and minerals authorizations, and cadastral surveys. BLM acquires and uses other aerial photographs for site-specific rangeland monitoring and riparian area analysis.

Digital Landsat data have been used extensively for vegetation/land cover mapping in Alaska. BLM has cooperated with the USGS to develop land cover classifications from Landsat data, digital terrain, and field data collected from helicopter surveys. These classifications are merged with other digital resource data and are used for planning purposes.

Resource Mapping Support Activities

BLM produces approximately 100 recreation, wilderness and other maps annually. These maps are derived from base topographic maps produced by the USGS, and display additional information necessary for BLM's management programs such as PLSS data, land and mineral ownership data, recreation, wildlife, wilderness, and administrative boundaries. Information from base maps, together with other resource data such as recreation sites on the Public Land, can be combined in different ways to identify resource conflicts. Traditionally, production of these maps involved drawing the applicable themes on mylar overlays and physically placing them over the base map which was then photographed and printed. With the aid of spatial display technology, data themes can be digitized and electronically overlaid to produce a much wider range of maps for the desired applications.

BLM, in coordination with the USGS, uses aerial photographs to produce orthophotographs (rectified aerial photographs in which terrain relief displacement and camera tilt effect are removed) and orthophotoquads (photographic products made from one or more orthophotographs and matching a standard map format). These products are especially useful for re-

source mapping because features mapped on orthophotoquads are registered to the corresponding topographic map base and can be digitized and entered directly into a digital data base. This process reduces costs and minimizes inaccuracies.

BLM uses photogrammetry to meet a variety of information requirements. BLM can achieve desired accuracy and currency of topographic information from the appropriate type of aerial photograph. With proper field control, measurement accuracies of less than one foot can be achieved. This type of highly accurate product is required for purposes such as ownership boundary surveys, oil and gas well locations, road design, and verifying coal and mineral production reports. Less accurate mapping is required for vegetation and wildlife habitat mapping, estimating timber volumes, and mapping transportation routes and utility lines. Historical files of aerial photographs can be used to monitor changes associated with many applications, such as open pit mine volume calculations, hazardous waste site studies, land boundary changes affected by rivers and streams; the effects of livestock grazing; and to determine potential periods of trespass activity.

◆1995 Subactivity Decrease◆

Table LXVII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	0	-5,451
FTE	0	-82

The 1995 Budget Request for the subactivity is zero dollars and 0 FTE, a program decrease of \$5,457,000 and -82 FTE.

After a review of the functions of this subactivity and the impacts of the continued

implementation of the Modernization hardware and software, BLM has determined that many of the data management and technology utilization functions listed above will either be assimilated into the changed day-to-day business practices of the appropriate resource programs or provided by the implementation of ALMRS/Modernization hardware and software.

Many of the data management functions (such as corporate data administration and the development of a data management system) will no longer be in a developmental stage but rather in an operational phase.

Many of these functions will be re-engineered or eliminated as the new environment is put in place. To the extent any are needed during the transition, these functions would have to be funded by the programs requiring the data.

Many of the paper based mapping and manual display approaches will be replaced by new technology in the installation of the "information highway."

Consequently, these budget requirements can be eliminated or provided elsewhere in the Information and Data Management activity as modernization is implemented.

Justification of Program and Performance

Activity: Information and Resource Data Management **Subactivity: Automated Land and Mineral Records System Project (ALMRS)**

Table LXVIII Subactivity Summary (\$ 000s).

ALMRS	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	69,418	+24	0	69,442	+24
FTE	253	0	0	253	0

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1731) requires preparation and maintenance of an inventory of all Public Land, resources and other uses on a continuing basis, the identification of the boundaries of the Public Land, and provides for management of the Public Land through the BLM.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

◆Objective◆

The objective of ALMRS is to automate the extensive Federal land and mineral records under BLM's custody. These records are heavily used by the public, industry, State and local governments, other Federal agencies, and the

BLM itself for many purposes. The records will be moved onto a modern automated system which will support increasing demands for this information and allow data interchange with other automated applications.

The goal is to implement ALMRS Bureauwide by 1997 to do the following:

- improve service to the public by expanding the usefulness and accessibility of the BLM's Federal land and mineral records and status data;
- reduce the time involved in processing land and minerals casework by providing automated tools to assist adjudicators, program specialists and managers in performing this work;
- provide greater speed and flexibility in maintaining, updating and accessing minerals, lands, and resources ownership status records, Master Title Plats, and supporting records to support user requirements;
- provide an integrated modern system of computer hardware and software to meet BLM's basic automation needs of the 1990's onto a common automation architecture with ALMRS;
- preserve valuable hard copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a

costly program to replace existing paper records;

- provide capability for multiple user access to the records via automation, thereby increasing efficiency and usability of the records system; and

- link basic land status, ownership and official Cadastral Survey information with resource data systems via the Geographic Coordinate Data Base (GCDB) to facilitate identification of actual land parcels and resources on the ground for planning and environmental analysis, and to meet other natural resource management operational requirements, such as facilitating integrated resource management on an ecosystem basis.

◆1995 Program◆

ALMRS provides for the logical progression from BLM's existing labor-intensive, paper-copy format, manual public lands and minerals records system developed beginning in 1955 to a modern, automated system. The automated system is needed not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify Federal land status, resource availability, and possible encumbrances on private properties. ALMRS will provide a pioneer modern automated land ownership and records system that will form the basis for a DOI-wide land records system and could be adopted and used by other Federal and possibly state or local governmental agencies.

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. This presented an early indication of the inadequacies of doing business as usual in the face of increasing pressures on the use of public land. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting not only the BLM, but also other Federal agencies, State and local governments, industry, and the general public.

In addition, the ALMRS/Modernization Project will provide the "information highway" for the BLM. This will allow the establishment of a unified office automation environment and direct office-to-office electronic communications.

Through work preliminary to ALMRS, BLM has already developed an interim on-line, automated case management system (ORCA) which is capable of providing automated serial register pages, various statistical reports, case counts, individual case status, and case abstracts. All new land and mineral cases are entered into and retrieved from the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.

System Overview

To meet the above objectives in an efficient manner and taking into account the provisions of the ALMRS contract, the project was redefined in mid-1993 to consist of 3 phases: (1) System Modernization and Program Administration System Re-engineering (2) ALMRS component, and (3) Resources Component.

Phase 1 constructs the foundation for Bureauwide "information highway." This foundation provides the BLM with common hardware and software containing a Bureauwide office-to-office electronic communications link. Building on this foundation, phases 2 and 3 complete the information highway-by adding the capability to store, display, manage, and analyze data elements—from land and mineral records to spatial natural resource data. After completion of phase 1 in 1995, BLM will implement phase 2 (the ALMRS system itself) in 1996. Phase 3 (the resources option) is still in the strategic planning stage which includes such determinations as funding source, scheduling, and coordination with the Department and OMB. The Project facilitates Phase 3 by providing access to compatible hardware and software under the

same contract which installs the basic architecture (Phases 1 and 2) and ALMRS functionality (Phase 2). Further aspects of the Resources component are beyond the scope of the ALMRS project.

Phase 1

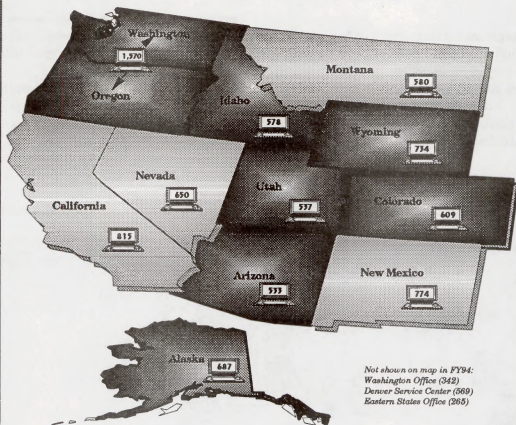
Phase 1 represents the installation of hardware, software, and communication linkages leading to fast and easy exchange of information among BLM offices and staff and enables world-wide access to data. BLM issued the ALMRS/Modernization contract in April, 1993. Tasks are underway to implement Phase 1 in 1994 and 1995.

The Modernization component of the information highway consists of installing workstations, servers, and telecommunications, over a 2-year time period, using a UNIX operating system and office automation software. First installation will be at three pilot states (Service Center, New Mexico, and Washington Headquarters) for testing and training and then at each office throughout the BLM. The "Modernization Implementation" graphic shows the installation schedule as of January 1994. The hardware and software complies with NIST standards for open systems. Each workstation will be linked not only within an office, but with all offices nationwide. The hardware and software configuration will enable each worker to communicate freely with each other and allow access to data re



BLM employees receiving training on the new hardware and software.

Modernization Implementation



Numbers are workstations and servers to be installed.

 In FY94 (3,985)
 In FY95 (5,475)

ardless of its location in the system, based upon the operating concept.

Telecommunications access to and from non-BLM users—including a gateway to Internet—will be provided to enable communications and data sharing with other federal and non-federal agencies, research institutions, and private organizations and individuals. External communications will be via FTS-2000 where ever appropriate.

The BLM is pursuing the implementation of a public access information locator system using the modernization backbone. The locator system would initially include information on availability and content of the BLM's information dissemination products, and later, direct access to documents and data.

In 1995, BLM will complete implementation of a Software Improvement Plan and move the selected program management and administrative applications from the BLM's existing mainframes and minicomputers to the ALMRS/Modernization platform and operating environment. In addition to these centralized systems, the decentralized system known as the Remote Entry of Time and Attendance Records System (RETARS) will be implemented on the modernization platforms as they are installed in each State.

Phase 2

Phase 2 (the ALMRS system itself) is being designed to include the basic data and functions necessary for maintaining BLM's Federal land and mineral records. The official Public Land records cover land and mineral ownership data for more than 46,000 townships, encompassing approximately one billion acres, for which BLM has surface and/or subsurface management responsibilities for the Federal government. When operational, ALMRS will replace an outdated, manual, paper copy system (see following table for a list of documents) which is cumbersome and expensive to use and keep current, with a

Table LXIX Primary Documents in the Existing Public Land Records System.

- *The Master Title Plat*—A composite of the survey plats of a township (generally a 36 square mile area) on which current ownership and land status (availability, encumbrances, etc.) are pictorially described;
- *Historical Index*—A chronological summary of all actions which affect or may affect title to, disposition of, or use of, land and resources within a township;
- *Serial Register Page*—A chronological list of each use transaction (e.g., lease or permit) which has been requested or granted affecting a parcel of the Public Land; and
- *Patent Records*—A record of the Government deeds (patents) which have been issued to convey legal title of public domain lands to another party (e.g., a person, company or State), with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).
- *Land Use Authorizations*—These range from oil and gas leases to rights-of-ways to other permits for use of the Public Land.

faster and more efficient system. ALMRS will support adjudication and management of land and mineral cases, and provide better land title and mineral records services and land ownership information to the public, other Federal agencies, state and local governments, and private industry as well as BLM.

Direct contact with the public occurs at BLM's many field offices including most of the contact with local resource users and visitors. Applications for the transfer of land title or lease rights are generally filed and approved at the BLM State Offices. Resource use applications may be filed or approved at either location. The ALMRS system is being designed to move the data that is currently stored in central repositories to those sites where the data originates. This enables more rapid access by the most frequent users of the data as well as less expensive storage and retrieval. Although the data may be distributed among many machines, the ALMRS system will enable a user at any site to view and use any of this information without knowing where the data is actually stored.

The ALMRS application systems and software specifications for the Initial Operating Capability (IOC) will be completed by BLM in late 1994. The IOC for ALMRS will enable the BLM to automate the process of creating land use authorizations by viewing current authorized uses of both the lands applied for as well as the uses of adjacent land. The ability to immediately portray the availability of lands will shorten the application processing time and enable the BLM decision maker to readily identify the proximity of competing uses. In this way, the BLM decision maker is better able to manage the wide variety of the public lands potential while avoiding obvious conflicts.

The first IOC software specifications were delivered to the contractor for review in November 1993. The remainder of the specifications will be delivered in April 1994. The contractor will prepare the application using commercial off-the-shelf software. Prior to placing the ALMRS system in operation, the workstations of ALMRS' users will be up-graded to provide additional memory and storage capacity required to support IOC.

ALMRS Data Automation

Collection and preparation of data for use in ALMRS has been and continues to be underway. BLM has conducted extensive data flow analysis and data modelling to ensure that the data in the system can be used to achieve the functionality required for records and case processing. ALMRS data types include legal land description, land status, geographic coordinate data, and case data. Legal land description data are the alpha-numeric descriptions of a parcel of land as defined by the Public Land Survey System. Land status data describe the surface administrative responsibilities associated with each parcel of land. These characterizations include land surface and mineral ownership, leasing actions, easements granted, mining claims, and a number of other actions which affect the availability of a given tract of land or its resources for governmental or private use.

Geographic coordinate data match the property corners established by cadastral surveys under the Public Land Survey System of rectangular grids and subdivisions with the longitude, latitude, and elevation of points on the earth's surface. The Geographic Coordinate Data Base (GCDB) is necessary to provide spatial data representations that will enable BLM to use ALMRS to produce master title plats, use plats, and other spatial graphics to display records data graphically and to relate them both to other data themes and to real points on the ground.

Collection of Legal Land Description data has been completed. Collection of land status data was completed in 1992, except for certain data related to land withdrawals which will be complete by the end of 1995. Systematic collection and preparation of geographic coordinate data—covering some 1.24 million square miles (34,498 townships)—began in 1989 and is scheduled to be completed in 1996. (Some highly complex areas will not be collected by the end of 1997.) Of the total number of townships scheduled for collection 15 percent are being currently collected and validated, 52 percent have been accepted, and 33 percent have yet to be collected.

Experience gained in earlier pilot project and prototyping efforts conducted by BLM has shown that the most important and management intensive aspect of successful project implementation is in determining the applicable system data standards and building of the data base. Work continues to bring existing data into compliance with established standards for use in the System and for electronic exchange to other systems.

Project Management

To develop and implement ALMRS/Modernization, BLM utilizes the "Life Cycle" management approach which is consistent with Federal Information Processing Systems (FIPS) standards from the National Institute of Stan-

dards and Technology. System development is being accomplished by the contractor with oversight by BLM. BLM also provides project management, determines user requirements and technical system requirements, and develops and administers the necessary task orders for system design support. BLM works closely with the Department of the Interior (DOI) and Office of Management and Budget (OMB) to develop and monitor major project milestones to verify project progress.

To ensure that the ALMRS applications software can meet the BLM's land and mineral records and case processing functional requirements prior to incurring costs of Bureauwide implementation, BLM developed an "ALMRS Core Prototype," and demonstrated it to officials of DOI, OMB, and Congressional staff representatives in 1992. BLM issued the ALMRS/Modernization contract in April, 1993. Phase 1 is scheduled to be completed by the end of September, 1995. System specifications for the initial release of ALMRS will be completed and delivered to the contractor in 1994 for development. Bureauwide implementation of the initial ALMRS application will be conducted in 1996.

♦ALMRS/Modernization Project Implementation Schedule♦

Major milestones in the ALMRS/Modernization project implementation schedule are coordinated with the Department of the Interior and the Office of Management and Budget. With the award of the contract in 1993, a modification to the implementation strategy was appropriate. The award resulted in updates to the estimated cost to implement ALMRS and revisions to the initial implementation strategy. The revisions allow BLM to install the information highway earlier than planned at no additional cost. This strategy substantially increases the field's capability while minimizing technical, contractual and operational risks.

♦1995 Accomplishments♦

In summary, the 1995 Budget represents a year in which the BLM completes the transition to the new hardware and software configuration, and completes phase 1—the installation of the information highway. This means that 5,475 workstations and servers at 110 sites will be installed in 1995—at a maximum rate of 150 per week—completing the total installation of 9,460 workstations and servers at 177 sites, enabling full implementation of the BLM office

Table LXX ALMRS Milestone Schedule.

Event (those rows bolded are completed actions)	Date	Fiscal Year
<i>Completion of Data Collection and Preparation for</i>		
Legal Land Description	9/90	1990
Land Status	9/92	1992
GCDB	12/96	1997
<i>ALMRS Core Prototype Software Development</i>		
Begin	1/91	1991
Complete	6/92	1992
<i>ALMRS/Modernization Contract</i>		
Issue RFP	5/91	1991
Award Contract	4/93	1993
<i>Installation of Phase 1 ("The Information Highway")</i>		
Begin	12/93	1994
Complete	9/95	1995
<i>ALMRS Initial Operating Capability Development & Testing</i>		
Begin	11/93	1994
Complete	9/95	1995
<i>ALMRS Bureauwide Implementation (Installation of Phase 2)</i>		
Begin	3/96	1996
Complete	9/96	1996

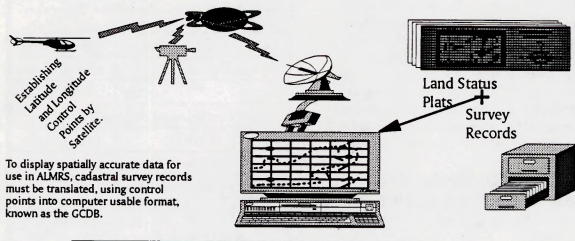
automation and telecommunications backbone environment. Re-engineering and transfer of the Program Administrative Systems to the new environment will also be completed in 1995. Testing is currently scheduled for summer 1994. During 1995, the ALMRS contractor will complete the development of an operational system from the ALMRS IOC specifications provided by BLM.

and the ALMRS IOC will be tested at the pilot sites for implementation in 1996. Planning for the required hardware upgrades to support ALMRS will continue for the subset of workstations that will actually run ALMRS in 1996. This upgrade is necessary to allow both the case processing and the spatial graphic portrayal of case and land status and create the capability to link to other data bases and sources.

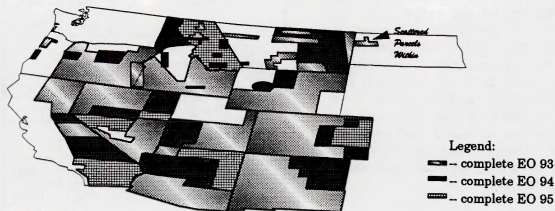
In Phase 2, GCDB data collection will continue

The Geographic Coordinate Database

How data is collected



Collection Schedule



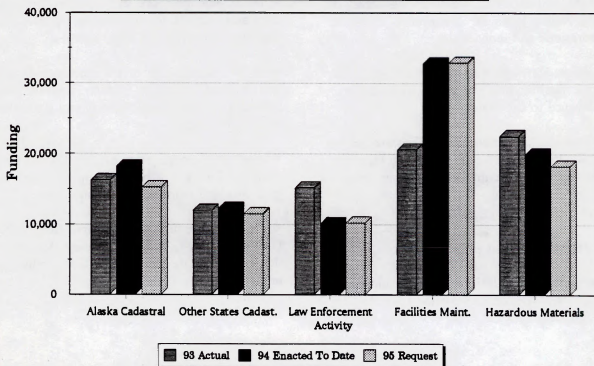
Activity Summary

Activity: Resource Protection and Maintenance

Table LXXI Activity Summary, Resource Protection and Maintenance (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Alaska Cadastral Survey	16,241	18,213	-934	-2,000	15,279	-2,934
Other States Cadastral Survey	11,989	12,283	-816	0	11,467	-816
Resource Protection & Law Enforcement	15,161	10,136	+85	0	10,221	85
Facilities Maintenance	29,602	32,809	-379	+500	32,930	121
Hazardous Materials Mgt.	22,521	19,954	-740	-1,012	18,202	-1,752
<i>Total</i>	<i>95,514</i>	<i>93,395</i>	<i>-2,784</i>	<i>-2,512</i>	<i>88,099</i>	<i>-5,296</i>

Resource Protection and Maintenance *Dollars in Thousands*



Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Alaska Cadastral Surveys

Table LXXII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	18,213	-984	-2,000	15,279	-2,934
FTE	128	-22	-10	96	-32

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711, 1738) authorizes the delineation of boundaries of the Federal Interest lands (those in which the Federal government has right, title, or interest).

The Alaska Native Claims Settlement Act of 1971 (ANCSA) (43 U.S.C. 1612) requires the survey of Alaska Native lands for conveyance to Native corporations and individuals.

The Alaska Statehood Act, as amended (48 U.S.C. Chap. 2 note) requires the survey of lands for conveyance to the State.

The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) (16 U.S.C. 3101 et seq.) requires maps and legal descriptions for certain areas.

❖Objectives❖

The objectives of this program are to:

- support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, and ANILCA;

- complete surveys through the use of the Patent Plan Process;

- survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA, and the Alaska Statehood Act;

- record and preserve land (cadastral) survey data and records for use by the Federal and State governments and other entities;

- as an integral part of the Automated Land and Mineral Records System, operate and maintain the Geographic Coordinate Data Base (GCDB) for Alaska.

- integrate the application of Global Positioning System (GPS), and other developing technologies into land management applications; and

- develop, through the Federal Geographic Data Committee, cadastral survey data standards to facilitate land survey data exchanges among agencies.

◆1995 Program◆

The primary focus of Cadastral Surveys in Alaska is to support land transfers to the State of Alaska, Native corporations, and individuals, as required by legislation such as the Alaska Statehood Act, Alaska National Interest Lands Conservation Act, and the Native Allotment Act, as well as other programs.

In total, more than 155 million acres in Alaska will be transferred from Federal to other ownership. Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native selections be identified, surveyed, and described but so must the thousands of inholdings such as those related to Alaska Native Claim Settlement Act (ANCSA) §14(h) (cemetery and historic sites), mining claims, Native allotments, etc. Additional surveys are also required for ANCSA §14(c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. Survey complexity, as well as the remoteness of the lands and difficult topography, results in relatively high cost surveys in Alaska as compared to the other BLM State Offices.

Many surveys are being conducted under the *Indian Self Determination And Education Assistance Act (P.L. 93-638)* (ISDA) contract procedures. Under the requirements of this legislation, Alaska Native corporations are allowed to negotiate sole source contracts to conduct cadastral surveys of Native selected lands. The following projects are proposed to be completed within the requested amount for 1995: Ekwoq survey - (\$450,000), Ketchikan part 1 (second half) - (\$1,000,000), Central Seward - (\$600,000); and Chugach West - (\$1,000,000).

BLM initiated the Alaska Patent Plan Process to ensure coordination between the Alaska land program and cadastral survey programs in facilitating land patenting in an efficient and effective manner. The Alaska Patent Plan Process identifies all the various lands adjudication and

survey needs within a particular "geographic window." Due to the high cost of field operations, intense and concentrated efforts are made to survey all inholdings, Native allotments, corporations, village selections, State selections, and all navigable meandering water bodies concurrently within each "window" before moving to other geographic areas.

Criteria for establishing the priorities for survey have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC) through representatives from the State, Native interests, individual Native corporations, and Federal agencies, recommend priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process is best demonstrated over a 5-year cycle, rather than on an annual basis. The result of this process is a slight reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives has increased.

Two major types of land (cadastral) surveys are executed in Alaska:

① original surveys under the Public Land Survey System (PLSS) which were established by Congress in the Land Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the Federal interest land as well as the authority to execute resurveys when needed to determine the boundaries of the Federal interest land for management purposes. Completion of original surveys is the major workload required for Alaska land conveyances, including surveys of inholdings and other land claims.

② resurveys are performed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the

property boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource management and development activities. This is a minor workload in Alaska.

Starting in 1994 as part of, the Cadastral Survey program in Alaska, BLM provides the operation and maintenance of the Alaska Geographic Coordinate Data Base (GCDB), including any additional GCDB data collection necessary to support the Alaska Automated Land Mineral Recordation System. At the end of 1994, approximately 3,000 townships of GCDB data will have been approved. This will enable Alaska BLM to use existing automated land and mineral records to produce master title plats and to display records graphically. However, the full benefits of automation will not be achieved until the Bureauwide ALMRS/Modernization system architecture is fully installed in the BLM Alaska organization. At the 1995 Budget level, approximately \$200,000 will be directed towards operation and maintenance of the existing GCDB and an additional 50 townships will be added.

Approved Cadastral Surveys have been completed for nearly one-third of Alaska. BLM is conducting rectangular surveys in conjunction with State and Native selections to improve survey efficiencies and the Patent Plan Process. As new township and other surveys are completed, the Alaska GCDB will be updated.

At the 1995 Budget level, the Cadastral program will oversee and provide quality control on approximately 17 projects in Alaska, equaling approximately 1,150 miles of boundary survey or 225 parcels of land to be transferred from Federal ownership to the State of Alaska or Native Corporations. BLM anticipates responding to approximately 1,000 external customer inquiries for cadastral survey information related to Alaska.

♦1995 Program Decrease♦

Table LXXIII 1995 Program Change (\$ 000s)

	1995 Budget Request	Program Changes (+/-)
\$	15,279	-2,000
FTE	96	-10

A decrease of \$2,000,000 and 10 FTE for Alaska Cadastral Survey will result in a 1995 Budget level of \$15,279,000 and will reduce the amount of contract survey work by 8 projects (6 are ISDA contracts and 2 are other contracts) which equal about 300 miles of boundary survey. Reduced cadastral survey funding, when combined with a \$250,000 program reduction in Alaska lands actions, results in a decrease in the number of parcels transferred to the State and Native Corporations by approximately 225 parcels.

The table below represents the anticipated total program accomplishments for all agencies, regardless of the funding source.

Table LXXIV Workload Accomplishments, Alaska Cadastral Survey, 1994, 1995.

Workload Measure	1994 Enacted to Date		FY 1995 Planned	
	# of Projects	Miles/Monuments	# of Project	Miles/Monuments
Bureau of Land Management	10	1,300/1,510	5	900/1,500
Bureau of Indian Affairs	2	55/150	2	45/140
U.S. Forest Service	3	235/355	3	50/140
National Park Service	---	---	1	75/200
Native Corporations	1	25/15	5	100/50
State of Alaska	1	220/320	1	150/225
Total	17	1,835/2,350	17	1,320/2,255

Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Cadastral Surveys

Table LXXV Subactivity Summary (\$ 000s).

	1994 Enacted To date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	12,283	-816	0	11,467	-816
FTE	209	-19	0	190	-19

◆Authorizations◆

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land, or in anyway respecting such Public Land; and also, as relates to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711, 1738) authorizes the delineation of boundaries of the Federal Interest lands (those in which the Federal government has right, title, or interest).

◆Objectives◆

The objectives of this program are to:

- provide Federal boundary surveys which include the locating, marking, recording, and interpreting of surveys for all Federal interest lands;
- provides land managers with land boundary surveys in support of lands and realty, energy and minerals, forestry, hazardous waste, law enforcement, cultural, and other natural resource programs;
- develops and maintains, through the Federal Geographic Data Committee, land survey data standards to facilitate land survey data exchanges among Federal, State, and private interested parties;
- records, automates, and preserves land survey records for use by Federal and State government agencies; and
- maintains the Geographic Coordinate Data Base (GCDB) as an integral part of the Automated Land and Mineral Records System.

◆1995 Program◆

The Secretary of the Interior has sole authority to execute all legal boundary surveys on all Federal land. The Secretary has delegated this authority to BLM. Boundaries of Federal interest lands (those in which the Federal government has right, title, or interest) must be delineated, on-the-ground, and described in the official records of the United States (maintained by the BLM) as determined by a land survey, prior to issuing a patent or to conducting various types of resource actions. BLM is responsible for the creation, maintenance, and interpretation of all official land survey records of Federal Interest lands.

Types of Survey

Two major types of cadastral surveys are executed for the Federal lands. These are as follows:

- ① original surveys under the Public Land Survey System (PLSS) which were established by Congress in the Land Ordinance of 1785. Original surveys may also include surveys of omitted Public Land islands. Since the resurveys are generally higher priority than original surveys, completion of the original surveys has been deferred except for those required for trespass abatement and resource management; and
- ② resurveys which are performed to re-establish the boundaries executed in the original survey or to restore boundary monuments that have been lost or have deteriorated since the original survey. Resurveys are required to identify the property boundaries for all on-going land conveyances.

Cadastral Survey Support to Other Agencies

Approximately 45 percent of the land surveys performed by BLM are in support of other Federal agencies. BLM has agreements with the National Park Service (NPS), the Forest Service (FS), and the Bureau of Indian Affairs (BIA) for conducting land surveys and for providing other

cadastral survey services. BLM receives approximately \$2,500,000 annually through transfer of funds from the FS for accomplishing surveys on FS administered land and \$2,000,000 annually through reimbursement from BIA for accomplishing surveys on Indian Reservation land. NPS, Fish & Wildlife Service, Bureau of Reclamation, the Army Corps of Engineers, State, and private survey requests are less frequent and generally consist of a specific boundary survey. Coordination of survey services for other Federal agencies, e.g., training, contracting, cooperative efforts, and administrative resolutions is handled through the Interagency Cadastral Coordination Council (ICCC) established by the Secretary in 1980.

BLM has agreements with the FS and NPS which allow these agencies to conduct the field survey portion of a cadastral survey on their own lands. Under these agreements BLM provides such services as a search of land title records, records of previous surveys, special survey instructions, and ultimate survey approval. BLM is also responsible for all records management following approval.

BLM provides technical guidance to private land surveyors on complex cadastral survey issues. In addition, BLM interprets the Manual of Surveying Instructions for Federal, State, and county courts in support of litigation involving the Public Land Survey Systems. The BLM Survey Manual provides the basis for State survey law in 31 of the 50 States.

Survey in the Contiguous 48 States

In the contiguous 48 States BLM conducts surveys:

- as a prerequisite to patenting of Public Land;
- to establish precise, on-the-ground boundaries for leases or other uses of the Public Land (e.g., re-establishing original surveys on lands with significant mineral resources, for Congressionally-designated wilderness, and for cultural, recreational, or other specially designated areas); and

- to determine and mark precise boundaries to avoid trespass between non-Federal and Federal land.

All cadastral surveys in the contiguous 48 States are initiated to resolve specific management problems. That is, BLM undertakes original surveys or resurveys only when needed to resolve a specific management problem. Because land ownership surveys are focusing more on high value lands, these surveys have become more complex and often result in litigation.

In 1995, BLM cadastral survey of energy and mineral rich lands will continue. However, increased emphasis will be given to implementing new initiatives such as establishing cooperative land survey project offices in urbanized areas (i.e. southern California and other large western metropolitan areas) and in areas that contain multi-agency resource or land ownership conflicts (i.e. along the Snake, Salmon, Colorado, Red Rivers, etc. and the legal ownership of islands that occur within these rivers.). These project offices will not only be more cost-effective but they will concentrate on current resource issues that face Federal interest lands and the public.

BLM interprets cadastral survey and land ownership data for use in BLM's Automated Land and Mineral Records System in support of lands and realty actions, trespass abatement, hazardous waste liability, etc.

At the 1995 Budget level, the Cadastral Survey program will oversee and provide quality control on approximately 367 projects in the lower 48 states, equaling approximately 5,134 miles of boundary survey. BLM anticipates responding to approximately 5,500 external customer inquiries. for cadastral survey information related to the contiguous 48 states.

Micrographics

BLM provides copies of the official land records of the Federal government to both internal and external users. For most of the non-automated records this is done by microfilming. The micrographics program preserves Cadastral survey records for use by governmental and private entities in land management activities. BLM directs approximately \$400,000 for micrographics work for this effort. The project involves microfilming several hundred thousand survey plats and abstracting, indexing, and filming several million pages of field notes. This system will be phased out as more efficient automated systems are developed and implemented.

The General Land Office Records Preservation Project

The Cadastral Survey program also is responsible for the protection and preservation of the cadastral survey records located in the BLM's Eastern States Office. These documents include 30,000 cadastral survey plats and 1,750 volumes of accompanying cadastral survey field notes. Many of the Eastern and mid-Western land and survey records are maintained at the ESO. These records often date back more than 200 years, with most of the documents being over a 100 years old. These records are of historical significance and provide critical information about land that has been transferred in and out of Federal ownership. These records are often essential for current land management activities on Federal, State and private land.

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essential for current land management activities on Federal, State and private land.

Age and continued heavy use by both BLM and the public have led to deterioration of these valuable land records. To preserve them BLM is

having them scanned onto optical disks and is developing an automated index to facilitate their uses. This project also involves electronically scanning the original survey records in order to protect the older paper file records from use.

Table LXXVI Workload Accomplishments, Lower 48 States Cadastral Survey, 1994, 1995.

Workload Measure	FY 1994 Enacted to Date		FY 1995 Planned	
	# of Projects	Miles/Monuments	# of Projects	Miles/Monuments
Bureau of Land Management	135	1,720/4,020	120	2,000/3,800
Bureau of Indian Affairs	53	1,125/2,080	48	1,055/1,860
National Park Service	25	360/835	19	225/600
Navajo Hopi Indian Reservation	5	90/320	4	50/200
U.S. Forest Service	47	965/3,485	42	880/1,920
Bureau of Reclamation	2	6/15	1	10/25
Corp of Engineers	5	100/300	10	120/310
Others	11	137/318	4	40/-
Total	283	4,500/11,380	248	4,380/8,715

Justification of Program and Performance

Activity: Resource Protection and Maintenance

Subactivity: Resource Protection and Law Enforcement

Table LXXVII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	10,136	+85	0	10,221	+85
FTE	138	0	0	138	0

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (FLMPA) (43 U.S.C. 1733) authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of Public Lands, including the property located on these lands, and authorizes the Secretary to designate Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with appropriate local officials to assist.

The Federal Uniform Crime Reporting Act of 1988 (28 U.S.C. 534) requires Federal agencies collecting data on crimes to report that data to the Attorney General in a manner prescribed by the Department of Justice.

◆Objectives◆

The objectives of this program are to:

- ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the Public Lands, resources, and users as directed by FLPMA;

- investigate crimes occurring on, or relating to the Public Lands, involving resources, and users, and public property; and bring to justice those responsible through an effective law enforcement program.

- protect natural, cultural, and historic resources from theft and degradation; and

- reduce the cultivation, manufacture, distribution, and possession of illegal drugs on Public Lands.

◆1995 Program◆

BLM Resource Protection and Law Enforcement work is multi-faceted involving protection of many different resources spread across the western United States. The work entails detection of criminal activity, development of intelligence on criminal organizations, pursuit of investigative leads, apprehension of suspects, and preparation of cases for prosecution.

BLM has 68 special agents assigned throughout the western United States to conduct long term criminal investigations of complex felony offenses. The BLM's resource protection capabilities are enhanced by 175 BLM law enforcement

Rangers who enforce Federal laws and regulations, emphasizing compliance with resource protection measures, protection of Federal property, employees, and users and crime prevention through field contacts and high visibility patrols of the Public Lands.

BLM special agents and rangers are engaged in the full range of law enforcement activities. These include patrol, crime scene processing, interviewing of witnesses and suspects, apprehension and arrest of suspects, preparation of reports, development and use of informants, surveillance, preparation of affidavits for search and arrest warrants, execution of search and arrest warrants, and testifying at grand jury hearings and in court. BLM special agents are also involved in long term undercover, buy-busts, and other operations. These special operations are directed primarily at organized groups of criminals who are violating laws such as the Wild Horse and Burro Act and the Archaeological Resources Protection Act.

Resource and Visitor Protection

As the population of the western United States has increased, the demand for use of Public Lands and resources has skyrocketed. BLM has pursued many special programs and initiatives in recreation, wildlife, cultural resources, etc. to help meet this growing demand. As a result of the additional use, BLM has a commensurate responsibility to educate the public, improve public health and safety services, and to protect fragile resources. The law enforcement services provided by the 175 BLM Rangers are directed at supporting the enforcement and compliance issues of the various BLM resource programs. The cost of Ranger activities is funded primarily by the benefitting subactivities for which Rangers perform work. However, the Rangers receive law enforcement-related technical oversight, equipment and training and funding for these items through the resource protection and law enforcement program subactivity.

Rangers conduct patrols and provide a visible BLM presence at high use areas and in remote locations to reduce violations of law and regulations, vandalism to facilities, off-highway vehicle violations, and cultural resource and vegetative product theft. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to detect any unusual occurrences and potentially illegal and unauthorized uses on the Public Lands. While in the performance of their duties, Rangers often provide a necessary public service by giving directions, answering questions, and providing emergency search and rescue assistance.

Investigations

Investigative efforts support all of the BLM's resource management programs. During 1995 BLM will emphasize reduction of unauthorized uses and illegal activities relating to archaeological resources, energy and minerals, forestry, recreation, and the illegal disposal and storage of hazardous materials.

Archaeological Resource Violations

Preventing the destruction of antiquities and illegal removal of archaeological resources are major areas of emphasis. BLM concentrates on enforcement of the Archaeological Resources Protection Act and other relevant statutes implementing the archaeological portion of law enforcement plans. These efforts include:

- Law Enforcement: includes criminal enforcement actions conducted by BLM Special Agents and Rangers to bring to justice those responsible as well as actions conducted in cooperation with other Federal, State, and local law enforcement personnel;
- Detection: includes use of remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;
- Public Awareness: encompasses a public education program to make visitors and users

aware of the laws, regulations and policies that govern Public Lands and issues related to resource management objectives;

- Employee Awareness: involves training employees on how to identify and report violations encountered while working on the Public Lands;
- Four-Corners Cultural Resources Special Investigations/Effort: involves BLM in interagency investigative efforts to combat theft and destruction of cultural resources in the Four-Corners region of the United States. Emphasis is placed on identifying and bringing to justice persons stealing and marketing artifacts. BLM special agents are involved in joint Federal/State interagency operations designed to coordinate agency resources and cooperatively increase archaeological protection efforts. Within the 1995 Budget level, \$500,000 continues to be directly devoted to this effort.

Oil and Gas Theft

The Secretary of the Interior has delegated the responsibility for criminal investigations related to theft of oil and gas products on Federal and Indian leases to BLM. This additional responsibility increases criminal investigations and related investigative audits conducted by the BLM. Agents work with and interview witnesses and other sources about the theft; conduct crime scene investigations; determine how the theft took place (*i.e.* by trucking it away, by changing the temperature, or some other method); and conduct follow up work to identify the perpetrator and present cases for prosecution.

Hazardous Materials

BLM special agents investigate incidents of alleged illegal disposal, storage, or handling of hazardous materials on Public Lands.

Theft of Forest Products and Other Vegetative Resources

BLM conducts investigations and participates in joint investigations of theft and unauthorized

removal of forest products and vegetative resources.

Drug Enforcement

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the Public Lands. Drug enforcement activities on the Public Lands are important because such illegal activities not only impact resource values (*e.g.*, diverting and fouling water sources, abandoning contaminated materials, destroying timber and wildlife habitat), but also endanger Public Lands visitors, users, and BLM employees. BLM Law Enforcement officers conduct intelligence gathering, cannabis eradication, and subject identification/arrest efforts related to both cannabis and other illegal drug activities.

Cooperative Agreements

Section 303 of FLPMA authorizes BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Lands. These agreements emphasize reimbursement of State and local law enforcement agencies for their extraordinary expenditures when assisting BLM.

An estimated 18 agreements will be in effect during 1995. Special Agents-in-Charge in each BLM State Office manage the cooperative agreements. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. BLM law enforcement will continue, on a non-reimbursable basis to cooperate with all relevant Federal, state, and local law enforcement agencies.

Automated Crime Statistics Reports

BLM is required by the Federal Uniform Crime Reporting Act of 1988 to report law enforcement statistics to the FBI under the National Incident-Based Reporting System (NIBRS). Funds within the 1995 program level are being used to implement and maintain an automated incident reporting system (LAWNET) to meet this requirement. The system will also assist in tracking incidents, investigations, and violations on the Public Lands in support of the BLM's resource protection programs.

Table LXXVIII Resource Protection and Law Enforcement Workload Accomplishments 1992, 1993, 1994, 1995.

Workload Measure	1992 Actual	1993 Estimated	1994 Planned	1995 Budget Request
<i>Investigation/Enforcement (No. of Investigations):</i>				
Wild horse and burro abuse	80	90	90	90
Timber theft	75	90	90	90
Wildland arson	110	120	120	120
Antiquities theft and destruction	90	75	80	80
Mineral, Resources theft and fraud	90	130	120	120
Theft and destruction of government property	310	320	330	330
Recreation site violations	80	90	100	120
Occupancy trespass	00	120	120	120
Drug Violations	520	500	250	250
Total	1,485	1,515	1,300	1,300
Uniform Crime Report Total	6,319	6,350	6,155	6,155

Actual workload accomplishments for 1993 are reported on a calendar year basis and will not be available until March 1, 1994. Anticipated 1995 workload accomplishments are the same as 1994 planned accomplishments.

Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Facilities Maintenance

Table LXXIX Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	32,809	-379	+500	32,930	+121
FTE	375	0	+5	380	+5

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701, 1731-1732, 1762) provides authority for the maintenance of facilities required for the protection, development, and management of lands and resources; and directs that Public Lands be managed to protect scenic, historical, and archaeological values, and provide for outdoor recreation and human occupancy and use.

❖Objectives❖

The objectives of this program are to:

- upgrade and appropriately maintain facilities on the Public Lands for public use and enjoyment and resource protection as part of the President's Investment in America's Infrastructure initiative;
- provide maintenance of BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems (roads, trails, and major bridges) on the Public Lands (outside of western Oregon) in order to:
 - protect resource values;
 - provide for the safety and health of Public

Land users and BLM employees;

- provide improved access to Public Lands including access for the disabled;
- maintain the public investment in the facilities owned by BLM and;
- maintain the usefulness of facilities for the purposes for which they were constructed;
- provide any additional retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures if identified in technical surveys; and
- provide project survey, design and other professional engineering/ architectural services for the development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

❖1995 Program❖

The facilities maintenance subactivity provides maintenance (outside of western Oregon) to BLM buildings, administrative sites, recreation facilities, trails, and transportation systems as well as basic engineering support services for maintenance and construction actions regardless

of funding source. The 1994 program continues BLM's initiative to improve the condition of its facilities and reduce the backlog of maintenance needs. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects.

The original acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at over \$500,000,000. Current replacement value exceeds \$950,000,000. Most older and many newer facilities were acquired at no cost to the Federal government, as property transfers from other Federal or State agencies, or as abandoned properties are acquired (such as roads) from a variety of past users. The funding level for facilities maintenance represents less than three-tenth of one percent of their replacement value.

Facility Inventory Maintenance Management System (FIMMS) Development

In 1988, BLM initiated the development of its automated FIMMS, a national system designed to incorporate facility inventory, current status, maintenance costs, and desired condition data for use in determining and setting priorities for maintenance needs for all BLM-owned facilities. By the end of 1990, BLM had completed development of system data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The initial field condition survey of all BLM facilities was completed in 1992.

The FIMMS is designed to be used by BLM managers to administer the overall facilities maintenance program effectively. Beginning in 1993 BLM managers began to use data from the FIMMS to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs.

Buildings

The BLM is responsible for maintaining 2,415 BLM-owned buildings (outside of western Oregon) including 182 offices, 369 houses, 73 industrial buildings, 259 other buildings, 1,033 recreation buildings, 58 service buildings, and 474 storage buildings which have a replacement value exceeding \$300,000,000. These buildings range from complex administrative sites and larger visitor centers to small radio repeater buildings and well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

Building maintenance includes the following functions:

- repair work, such as repairing water, sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;
- energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- routine maintenance work, such as repainting and replacing broken windows;
- grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement on parking and storage areas; and
- modification to improve accessibility for the disabled.

BLM also maintains approximately 100 water and sewer systems. Most of this maintenance work is accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems to ensure that structures are maintained in a safe and usable condition.

Recreation Facilities

BLM is responsible for maintaining approximately 785 developed and 365 semi-developed recreation sites with facilities that provide over 2,600 day use units, 5,900 camp sites and 535

boating access points, as well as 56 visitor facilities (including visitor contact stations, and information, visitor, and heritage centers). All of these facilities together have an estimated replacement value exceeding \$150,000,000. In addition BLM has responsibility for a portion of the maintenance on numerous jointly (other Federal, State, County, or privately) held facilities. BLM's maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in public land stewardship.

Through use of the *Recreation 2000* strategy and BLM State Office implementation plans, maintenance funds are concentrated on the most intensively used recreation facilities where both visitor use and public investment are the highest. Funding for maintenance of recreational facilities is augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible. Some recreation maintenance (at fee collection sites) is conducted under the Recreation Operations (Fees) subactivity.

Recreation maintenance includes the following types of functions:

- maintaining sanitation facilities, including modifications to improve access for the disabled;
- operating and maintaining potable water supply, purification, and distribution systems;
- repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and providing routine maintenance such as repainting, staining, and replacing broken boards or decking;
- removing hazards, such as dead trees, excess fire fuel and brush; fencing old mine shafts;

unstable buildings, and providing warnings about dangerous topography;

- grading and graveling roads, parking areas, pull-outs, and ramps; replacing culverts and cleaning cattle guards;
- collecting trash, pumping vault toilets, and doing grounds work such as pruning trees and shrubs, fence maintenance, and repairing erosion damage; and
- repair and replacement of directional, informational, and regulatory signs as needed on those facilities scheduled for maintenance.

Transportation

The BLM is responsible for the maintenance of over 59,600 miles of roads, (including over 6,750 miles of collector road, 20,600 miles of local road, 30,900 miles of resource road), 14,100 miles of trails such as 1,600 miles of ATV trail, 240 miles of bicycle trail, 6 miles of cross-country ski trail, 1,000 miles of dog sled trail, 4,750 miles of fourwheel drive trail, 2,750 miles of hiking trail, 25 miles of interpretative trail, 110 miles of motorcycle trail, 620 miles of snowmobile trail, 5,150 miles of trails to water developments, 900 miles of other trail, 205 major bridges and 80 trail bridges on the Public Lands outside of western Oregon. The replacement value of this transportation network is estimated to exceed \$500,000,000. At the 1995 continuing level, the BLM would provide scheduled maintenance on 9,000 miles of road, maintain 80 bridges, and provide corrective maintenance on 1,000 miles of roads.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- erosion and proper drainage repair;
- grading to maintain/reestablish original road cross sections;
- maintenance/replacement of gravel surfacing;
- stabilizing shoulders to protect surfacing;
- sealing, repaving, and patching of original paved surfaces;

- repair and replacement of directional, informational, and regulatory signs;
- minor re-aligning to improve both safety and drainage;
- replacing damaged culverts; and
- inspecting, maintaining, and repairing bridge structures.

In some cases, BLM roads are upgraded and maintained by permitted public land users such as mining companies, livestock operators and timber sale operators. Maintenance responsibilities may shift back to the BLM after the operator has terminated activities; or BLM may require the operator to retire the road or shift maintenance to another user. BLM places emphasis on scheduled maintenance work, on major access roads and bridges that receive the greatest public use, on those which are needed for Public Lands administration, on roads that have the greatest potential for environmental damage and where changing recreational use patterns are expanding either in existing areas or into new areas.

BLM roads represent significant investments on the Public Lands. Diligent maintenance reflects proper protection of these investments and reduces exposure to potential liability. Corrective maintenance involves work not normally scheduled and is the result of some abnormal situation which requires immediate corrective action such as flood damage to roads and bridges, obstructions on roads, culvert damage, and/or significant changes in public use patterns.

BLM also conducts transportation planning and coordination with other programs, land management agencies and other land users through the land use planning process or through more site specific road design proposals. Under the Intermodal Surface Transportation and Efficiency Act of 1991, BLM engineers are coordinating with the Federal Highway Administration and each State Department of Transportation during the development of our transportation plans to

establish a Public Lands Management Highway system.

Engineering Services

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering services include condition surveys/inventories of BLM facilities as a part of the operation of the FIMMS.

◆1995 Program Increase◆

Table LXXX 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	32,930	+500
FTE	380	+5

The 1995 Budget Request is \$32,930,000 and 380 FTE, a program increase \$500,000 and 5 FTE.

The program increase of \$500,000 will help achieve BLM's goals to maintain, repair, and rehabilitate facilities on Public Lands. The increase will be targeted towards the highest priority maintenance needs at the State level. Some examples of the kinds of additional projects that could be maintained are:

- \$45,000 to conduct scheduled maintenance on the Iditarod cabin and the Campbell Tract Trail system (Alaska);
- \$85,000 to replace decking on the Briceburg suspension bridge (California);
- \$30,000 to provide a wheelchair lift for the Anasazi Heritage Center (Colorado);
- \$155,000 for sediment/drainage control for recreation sites, trails and road along the Salmon River (Idaho);

- \$15,000 for maintenance of the Fort Meade Recreation Area (Montana);
- \$50,000 for maintenance and disabled access for Three Rivers and Datil Well restroom (New Mexico);

- \$80,000 for maintenance of Flagstaff Hill Oregon Trail Visitor complex (Oregon);
- \$10,000 for Salt Lake Transcontinental Railroad grade safety improvements (Utah); and
- \$50,000 for Outlaw road upgrade to improve public safety and reduce environmental damage (Wyoming).

Table LXXXI Workload Accomplishments, Facilities Maintenance 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Building Maintenance (#'s)	800	840	845	+5
Recreation Sites Maintained (#'s)	880	900	905	+5
Roads Maintained (miles)	14,700	18,000	18,000	0

Notes: The future workload accomplishments represent an estimate of the number of facilities that will be maintained. The degree of maintenance needed among the individual units is extremely broad.

Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Hazardous Materials Management

Table LXXXII Subactivity Summary (\$ 000s).

	1994 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	19,954	-740	-1,012	18,202	-1,752
FTE	204	-19	-1	184	-20

◆Authorizations◆

The Resource Conservation and Recovery Act as amended by Federal Facility Compliance Act of 1992 (42 U.S.C. 6901-6992) authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity for federal agencies with respect to all federal, state, and local solid and hazardous waste laws and regulations. Federal agencies are now subject to civil and administrative penalties for violations and cost assessments for the administration of the enforcement.

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

The Emergency Planning and Community Right-To-Know Act of 1986 (42 U.S.C. 11001-11050) requires agencies to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory its

emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public. Department of the Interior compliance with EPCRA is voluntary.

The Pollution Prevention Act of 1990 (42 U.S.C. 13101-13109) requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change and recycling. Encourages and requires development of new technology and markets to meet the objectives.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701 et seq.) provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

The Clean Water Act, as amended (33 U.S.C. 1251-1385) requires BLM to participate in State and Federal water quality planning and permit-

ting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

The Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201-300) requires compliance with all Federal, State, and local statutes for safe drinking water.

The Clean Air Act, as amended (42 U.S.C. 7401-7642) requires that BLM protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

Community Environmental Response Facilitations Act of 1992 (42 USC 9620[h]) is an amendment to CERCLA which expands on the risk assessment requirements for land transfers and disposals.

Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978, (43 F.R. 4770) assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.

Executive Order 12580, Superfund Implementation, January 23, 1987 (52 F.R. 2923) requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on Public Lands.

Executive Order 12856, Federal Compliance with Right-to-Know Laws and Pollution Prevention Requirements, August 3, 1993 (58 F.R. 41981-41987) requires Federal agencies to comply with the planning and reporting provisions of the Emergency Planning and Community Right-to-Know

Act and to set an example for the rest of the country in pollution prevention.

Executive Order 12873, Federal Acquisition, Recycling, and Waste Prevention, October 20, 1993 (58 F.R. 54911-54919) requires that Federal agencies to incorporate waste prevention and recycling in daily operations, institute energy and water efficiency programs, acquire and use environmentally preferable products and services, and implement cost-effective affirmative procurement programs for products made with recovered materials.

◆Objectives◆

The objectives of the program are to assure:

- protection of the public health and safety relative to uses or activities on the Public Lands which may or do cause hazardous materials sites or incidents on the Public Lands;
- protection of Public Lands natural resources and the environment from the effects of hazardous materials or wastes;
- compliance with applicable Federal and State hazardous materials and related laws and regulations; and
- minimization of future hazardous materials-related liabilities and costs to the Federal Government.

BLM's Hazardous Materials Management program integrates and coordinates a variety of Bureau activities to ensure protection of public health and safety, and the environment from the effects of hazardous materials on the Public Lands. The program contains four major component efforts which are to: (1) prevent the generation or acquisition of pollutants on Interior Department-managed lands, (2) reduce the amounts of waste generated where such generation cannot be avoided, (3) manage all hazardous materials and wastes responsibly to protect those who use and work at BLM facilities and

on the Public Lands as well as the natural resources we administer, and (4) rapidly respond to releases at BLM facilities, clean up Public Lands sites contaminated by hazardous materials, where polluters cannot be found, and assure restoration of natural resources damaged by such contamination.

◆1995 Program◆

By far the most costly aspect of the BLM hazardous materials management program consists of the efforts to cleanup hazardous materials sites on the Public Lands including: (1) inventory and assessment of sites of potential contamination; (2) development of studies and site specific plans for cleanup and restoration where contamination is found to exist; and (3) implementation of removal, remediation and restoration plans. Where possible, it is BLM policy to require the polluters to carry out these actions, but implementing the policy has its own costs.

Increasing emphasis is being placed on prevention and minimization of waste on the Public Lands consistent with new laws and regulations. The BLM is attempting to prevent or minimize future liabilities that might result from hazardous materials through stipulations in its land use authorizations and by tighter controls of internal management of chemicals.

Inventory

Inventories of Public Land uses and land areas for potential hazardous materials releases and environmental compliance audits of BLM facilities are priorities and are being planned or conducted by many programs in the BLM. The hazardous materials management program compiles inventories of uses authorized by other programs, carries out site discovery, on-the-ground inventory and site reporting, and prepares records of identified sites of higher potential risk. The BLM also contracts for, or prepares, site risk assessments, leading to a Hazard Ranking Score, based on the use inven-

tories and site discoveries. In 1995, the program will continue site discovery, tracking and reporting with anticipated increased inventories of Public Lands uses.

The BLM is presently developing a pilot hazardous materials inventory process that will be tested in two States in 1994. This pilot inventory will include abandoned mines and mills as well as airports, airstrips, industrial sites, and at least one oil or gas field and is expected to be expanded in 1995. The BLM is also investigating the potential for using data bases to identify abandoned mines and mills of greatest risk to health and the environment. The potential for cost effectively identifying abandoned mines and mills of greatest risk to health and the environment, through the use of remote-sensing techniques is also being investigated.

The BLM is conducting another type of inventory called a "facilities environmental compliance audit" at 40 of its approximately 300 facilities in 1995. These include periodic audits of the facilities' compliance with regulations regarding underground storage tanks, solid and hazardous waste storage and disposal, water and air discharges, toxic substances, compliance with emergency planning and community right-to-know regulations, and reporting requirements. The audits serve as a record keeping and management tool to gauge the effectiveness of environmental management systems and to minimize potential civil penalties and liabilities.

Site Risk Assessment

Once a site of potential hazardous substance release is identified from program inventories or discovered on-the-ground, it is carefully screened to verify land ownership and current and past authorizations, and to ascertain whether a hazardous materials release (or threat of a release) has occurred. If so, the site is listed on the Environmental Protection Agency (EPA) Federal Facility Compliance Docket (the Docket) to begin formal risk testing. If the evidence indicates a release, BLM prepares a preliminary

assessment to determine the source of the release and attempts to identify any populations and resources at risk. The site is also scored to determine the level of risk and if any technical studies are needed to further evaluate the risk.

For all sites, an increased emphasis is being placed on opportunities to identify potentially responsible parties and encourage them to take over the assessment and cleanup at the earliest possible time.

If the preliminary assessment lacks key information to determine the risk existence or risk of a release, the site is examined more thoroughly through a site investigation to determine the source and risk of contamination. BLM State Offices have the responsibility to meet the statutory requirements for completion of the preliminary assessments and site investigations for Public Lands sites on the Docket. Where possible, potentially responsible parties are required to conduct the work. BLM offices are conducting these assessments through State agencies, contractors, or in-house. EPA has also been seeking cost and time saving steps for required risk assessments. These trends should reduce the per unit costs of preliminary assessments and site investigations, but the number of assessments is expected to increase with the expanding inventory efforts. At the 1995 Budget request level, the BLM plans to conduct 56 preliminary assessments and 6 site investigations.

Remedial Investigation/Feasibility Study/EIS and Cleanup

Beginning in 1995, the Departmental Central HAZMAT account will be established to fund remedial investigation/feasibility studies and cleanup of hazardous waste sites throughout the Department. The budget request for the Central HAZMAT account includes a transfer of \$1,012,000 for work on the Lee Acres Landfill, the Oroville Landfill, Kabba Texas Mine Site, the Atlas Asbestos Mine Site, and the Pine Creek Mining area.

Emergency Response/Removal Actions

The number of small hazardous substance release sites discovered on Public Lands is increasing with the nationally expanding wire burning problem, continuing methamphetamine production, increased hazardous waste midnight dumping, and larger amounts of chemicals in transit, nationwide. These sites often present immediate risk to public health or the environment or by their existence encourage more of the same activity and are thus, an enforcement problem. In addition, new EPA policies and procedures promote rapid cleanups at many sites and encourage removals between the preliminary assessment and site investigation, at appropriate sites. As a result, removal actions themselves are becoming larger. In recent years, BLM has faced unexpected emergency removal and many removals are now costing around \$150,000 each. These trends are expected to result in the number of removals on Public Lands in 1995 to be about 100, and to increase the cost and complexity of emergency and non-emergency removals.

Resource Conservation and Recovery Act (RCRA) Compliance

Resource Conservation and Recovery Act compliance efforts are largely focused on appropriate documentation of hazardous waste management in BLM facilities and handling hazardous wastes from removal and remedial actions. The BLM facilities environmental audits and the increased anticipated demand for removal actions are expected to increase the number of RCRA manifests and related documents required in 1995 to 182.

It also includes auditing key hazardous waste treatment, storage and disposal facilities and limiting BLM shipments to only those that have both a good environmental review and a good financial review.

RCRA requires all agencies to properly manage and track to final destination or destruction all

hazardous wastes. Audits of the treatment, storage and disposal facilities which the BLM uses are conducted in order to protect the Bureau from potential contingent liabilities. If a treatment, storage and disposal facility were to experience management, environmental or safety problems resulting from noncompliance and requiring corrective action, the BLM could be liable for cleanup costs.

Waste Minimization and Pollution Prevention

Increasing emphasis is being placed on pollution prevention and waste reduction on the Public Lands consistent with new laws and regulations. As part of the Waste Management program, the BLM is taking a two track approach through in-house efforts to incorporate waste minimization into the institutional culture and day-to-day operations; and through outreach efforts to ensure that lessees, permittees, grantees and other authorized users comply with prevention and waste minimization requirements on Public Lands.

In-house efforts include incorporating waste reduction concepts and techniques into chemical management training for employees, identifying minimization opportunities from chemical inventories and waste stream analyses at BLM facilities, and promoting the BLM suggestion program to solicit waste reduction ideas from employees. Outreach efforts include strengthening stipulations in land use authorizations, increasing financial responsibility requirements, and expanding on-the-ground inspections and enforcement.

Program Management

In the Committee report accompanying the 1988 Interior Appropriations Act, the BLM was directed to contract with the National Academy of Engineering to conduct a comprehensive evaluation of the BLM's hazardous materials management program. The National Academy of Engineering published their report, "Hazardous

Materials on the Public Lands," in 1992. The report makes 63 recommendations to the BLM, the Department of the Interior, and the Congress. The BLM has already completed action on more than 55 percent of the recommendations and has action underway on an additional 37 percent. The costs, currency, and applicability of the remaining recommendations will be assessed in the HAZMAT strategic plan to be prepared in 1994. That plan will also revise the BLM's long-term hazardous materials management program plan of the BLM to correct material weaknesses identified through the management control process, to reflect new executive direction and changing laws, and to accomplish new efficiencies in program management.

At the 1995 budget request level, the BLM will continue to develop policies and procedures needed to reduce the risk of future hazardous materials activities on the Public Lands, to reduce costs and liabilities, to provide programmatic and safety training to BLM employees, to ensure compliance with statutory and regulatory requirements, and to improve the management of BLM contracts for hazardous materials program work. The BLM will also continue to provide employee training for staff who are involved in implementing the hazardous materials management program.

◆1995 Program Decrease◆

Table LXXXIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	18,202	-1,012
FTE	184	-1

The 1995 Budget Request is \$18,202,000 and 184 FTE, a program decrease of \$1,012,000 and 1 FTE. The program decrease is a transfer of funds to establish the Departmental Central HAZMAT account in 1995.

Remedial Action: (-\$1,012,000)

In 1995, \$1,012,000 of BLM remedial action work will be funded by the Central HAZMAT account in the Department of the Interior. This is a new appropriation to fund remedial investigation/feasibility studies and cleanup of hazardous waste sites at which the Department of the Interior is liable. The BLM will be the financial manager of this fund and make allocations to other DOI agencies.

BLM cleanups, to be funded through the new Central HAZMAT account, include work on the Lee Acres Landfill, the Oroville Landfill, the Kabba Texas Mine Site, the Atlas Asbestos Mine Site, and the Pine Creek Mining Area. See the Central HAZMAT Appropriation for further details.

The reduction of 1 FTE reflects an offsetting reduction in BLM to allow an increase in legal services to the Bureau by the Office of the Solicitor.

Table LXXXIV Hazardous Materials Management Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Emergency Response Site Actions, # of sites: includes control of releases or threatened releases of hazardous substances, contaminants, or pollutants, spills or illegal dumping incidents on the Public Land.	170	117	100	-17
New Site Cleanup (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants on new sites.	4	6	0	-6
On-going Site Cleanup (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants on on-going sites.	28	33	18	-15
Site Cleanup/Potentially Responsible Party, # of sites: includes sites where an emergency response, removal action, or remedial project has been accomplished by a potentially responsible party.	95	75	58	-17
Site Cleanup/States, # of sites: includes sites where an emergency response, removal action, or remedial project has been accomplished in cooperation with States.	37	38	36	-2

Activity Summary

Activity: Emergency Operations

Table LXXXV Activity Summary (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Emergency Damage Repair	0	0	0	0	0	0
Grasshopper and Mormon Cricket Control	0	0	0	0	0	0
Total	0	0	0	0	0	0

Activity Summary

The Emergency Operations Activity includes funding for emergency operations and grasshopper and Mormon cricket control. Funds for emergency operations are transferred from other no-year accounts and must be replenished by supplemental appropriation. Funding for grasshopper and Mormon cricket control is covered by the use of the unobligated balance from a \$5 million no-year appropriation made in 1987.

General descriptions of the two program subactivities in Emergency Operations follow.

Justification of Program and Performance

Activity: Emergency Operations

Subactivity: Emergency Damage Repair

Table LXXXVI Activity Summary, (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

❖Authorizations❖

The *General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies* (P.L. 103-138 §101) provide for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

❖Objectives❖

The objective of this program is to provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, fires and other unavoidable cause.

❖1995 Program❖

In response to an emergency damage situation to BLM owned property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions

may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize disruption of public service. Emergency damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work may be transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of §101 of the annual Department of the Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation.

Examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the arson levelled Cahuilla Ranger Station in the California Desert Conservation Area in 1988. Funds were also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

No funds are requested for 1995.

Justification of Program and Performance

Activity: Emergency Operations

Subactivity: Grasshopper and Mormon Cricket Control

Table LXXXVII Activity Summary, (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

◆1995 Program◆

◆Authorizations◆

The *General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies* (P.L. 103-138 §102) provide for the expenditure or transfer of funds for the prevention, suppression, and control of actual or potential grasshopper and Mormon cricket outbreaks.

The *Food Security Act of 1985* (7 U.S.C. 148f) provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon cricket and grasshopper control on lands under the jurisdiction of the Department of the Interior.

◆Objectives◆

The objectives of this program are to:

- conduct inspections of suspected or known outbreaks of Mormon crickets or grasshoppers on the Public Lands in cooperation with the Animal Plant Health Inspection Service (APHIS); and
- maintain a cooperative program with APHIS for Mormon cricket and grasshopper control on the Public Lands.

The BLM cooperates with the Animal and Plant Health Inspection Service (APHIS) to assist with inspections of the Public Lands where potential outbreaks of pests may occur, and to develop and implement control plans. When outbreaks occur, APHIS conducts control operations and is reimbursed for its expenses on Public Lands when such expenses exceed funding available to APHIS for such control work.

In 1987, a no-year appropriation of \$5,000,000 was provided to the BLM specifically for Mormon cricket and grasshopper control. The 1993 *Appropriations Act for the Department of the Interior and Related Agencies* provided that \$2,500,000 of unobligated balances from this appropriation were transferred to the 1993 MLR Appropriation for other program costs. The unobligated balance at the beginning of 1995 is anticipated to be about \$770,000.

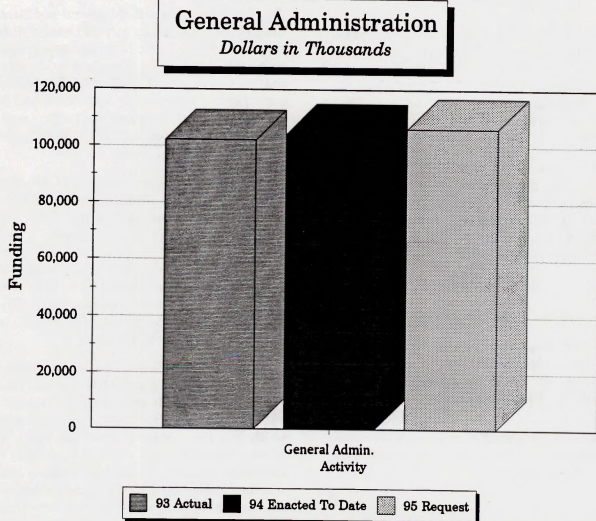
This balance would be available for transfers to APHIS or for use by the BLM to assist APHIS. The balance of funds remaining will be sufficient to complete the level of control work which has been utilized in recent years. If severe outbreaks would occur, the Secretary's emergency authorities would be utilized, and supplemental funding would be requested to replenish funds borrowed from other accounts.

Activity Summary

Activity: General Administration

Table LXXXVIII Activity Summary (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
General Administration	102,051	104,207	+2,054	-60	106,201	+1,994



Justification of Program and Performance

Activity: General Administration

Subactivity: General Administration

Table LXXXIX Subactivity Summary (\$ 000s).

Program Element		1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Equal Employment Opportunity	\$ FTE	2,946 54	+34 -	- -27	2,980 27	+34 -27
Administrative Support Services	\$ FTE	43,249 932	-888 -36	-60 -165	42,301 731	-948 -201
Bureauwide Fixed Costs	\$ FTE	56,616 -	+2,893 -	- -	59,509 -	+2,893 -
Aviation Management	\$ FTE	1,396 20	+15 -	- -	1,411 20	+15 -
Total Requirements	\$ FTE	104,207 1,006	+2,054 -36	-60 -192	106,201 778	-2,114 -228

❖Authorization❖

The *Federal Land Policy and Management Act of 1976* (43 U.S.C. 1731) outlines the function of the BLM Directorate and provides for administration of the Public Lands through the Bureau of Land Management, which was established by §403 of Reorganization Plan No. 3 of 1946.

The *Civil Service Reform Act of 1978* (5 U.S.C. 1701) requires each Executive agency to conduct a continuing program to eliminate the under-representation of minorities and women in professional, administrative, technical, clerical, other and blue collar employment categories within the Federal service.

Executive Order 11478 of August 8, 1969 (34 F.R. 12985) requires agencies to establish and maintain an affirmative program of equal employment

opportunity for all employees and applicants for employment.

The *Civil Rights Act of 1964, as amended* (42 U.S.C. 2000) requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

❖Objectives❖

The objectives of this activity are to:

- provide general administrative support to all BLM programs and organization levels in order to function effectively,
- provide that support with a quality service ethic and at the lowest possible cost, and
- develop opportunities and programs to ensure a culturally diverse BLM workforce.

These services include an equal employment opportunity program, executive and managerial direction, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, aviation management, and funding for a variety of Bureauwide fixed costs.

♦Funding Sources♦

Funding for BLM's general administration expenses is provided from two sources: (1) the direct appropriation as described in this activity, and (2) credits from other appropriation accounts and reimbursements. In 1995, the total estimated funding from all sources is shown in the following table:

Table XC Funding Sources for General Administration Expenses (\$ 000s).

Source	1993 Actual	1994 Estimate	1995 Estimate
General Administration, MLR	\$ 102,051	\$ 104,207	\$ 106,201
Reimbursements	1,100	1,100	1,100
Range Improvements	600	600	600
Payments in Lieu of Taxes	400	400	400
Appropriation			
Services Charges, Deposits, and Forfeitures	700	700	700
Road Maintenance	200	200	200
Trust Funds	600	600	600
<i>Total Available</i>	<i>105,651</i>	<i>107,807</i>	<i>109,801</i>

Equal Employment Opportunity

♦1995 Program♦

The equal employment opportunity program provides for compliance with the *Civil Rights Act Restoration Act of 1987*, the *Civil Rights Act of 1991*, the *Rehabilitation Act of 1973*, the *Architectural Barriers Act*, *Equal Employment Opportunity Commission (EEOC) regulations and guidelines*, Departmental directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices and to enhance affirmative actions for the hiring, advancement and retention of minorities, women and persons with disabilities in the Bureau's workforce.

The equal employment opportunity (EEO) staffs provide for the operation of the Bureau's EEO Administrative Remedy System, including the informal resolution and processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Black Employment Program, the Hispanic Employment Program, the Federal Women's Program, and outreach efforts to bring qualified minorities and women into significant roles in the BLM's workforce by utilizing the Cooperative Education Program and other links with institutions of higher education. Also, managers are assisted in the identifying and using opportunities for the career development of minorities and women in the workforce. Equal Employment Opportunity (EEO) training expertise provides required EEO-related training based on need-specific requirements.

The program provides initiatives in the planning and implementation of procedures to extend nationwide oversight of Federally-assisted programs, specifically as they involve handicap

discrimination under §504 of the Rehabilitation Act of 1973, as amended, age discrimination, and conveyances of land under Title VI.

Managing the Bureau's EEO Administrative Remedy System includes the provision of EEO Counseling and Alternative Dispute Resolution (ADR) services, accepting and/or recommending the dismissal of written complaints, investigating allegations of discrimination in line with the established record and EEOC burdens of proof, and coordinating requests for hearings with the applicable EEOC regional offices. The efforts emphasizes professional conflict management capabilities to promote cost-effectiveness in the timely and equitable management and adjudication of civil rights issues, often associated with litigation of these matters.

Human Resources/Workforce Diversity Initiatives

BLM will continue administration of several ongoing initiatives that are designed to promote cultural diversity within the workforce. The program provides direction and leadership for the following nationwide initiatives to support education of America's youth and achieve greater cultural diversity in the BLM workforce:

- *Resource Apprenticeship Program for Students (RAPPS).* The Resource Apprenticeship Program (RAPPS) for Students is a highly successful initiative intended to introduce minority students and disadvantaged youth to professional work in the various fields of natural resource management. Aimed at high school students, the program's objective is to support youth by providing career orientation and the encouragement necessary to surmount poverty, poor educational opportunities and other social obstacles. It operates in conjunction with school systems, private industry, and other Federal and state agencies, provides periodic paid employment and individual mentoring, and is designed to enhance interests in science, math and communication.

- *Historically and Predominantly Black Colleges and University Program (HPBCU).* BLM administers an HPBCU initiative which emphasizes programmatic areas identified by the Departmental Office of Historically Black Colleges and Universities Program. Activities include assigning BLM subject-matter specialists as adjunct teaching staff at HPBCU schools under the provisions of the Intergovernmental Personnel Act; providing assistance in the development of natural resource program curricula and teaching plans; sponsoring a variety of outreach and recruitment activities; and employing students under the Cooperative Education Program.

- *Hispanic Association of Colleges and Universities (HACU).* The BLM administers a program for cultural outreach and recruitment among member institutions of the HACU. The program involves expanding cooperative education employment opportunities; developing contracts for research programs; and providing subject matter experts to assist in developing and teaching natural resource management studies through Intergovernmental Personnel Act assignments.

- *Native American Initiatives.* BLM administers a program for outreach and recruitment among member institutions of the American Indian Higher Education Consortium (AIHEC). The objective of the program is to promote education in natural resource management and assist in curriculum development, explore opportunities for research work in natural resources management; provide cooperative education employment and training, and sponsor the interchange of subject matter specialists.

◆1995 Program Decrease◆

Table XCI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Cha- nges
\$	2,980	-
FTE	27	-27

The 1995 Budget Request is \$2,980,000 and 27 FTE, a program decrease of 27 FTE. The FTE decrease is related to the proposed consolidation of Human Resources Management functions in the Department. Minimal corresponding funding reductions are connected with this proposal in 1995. Under the proposal the BLM will purchase its Human Resources Management services including EEO services from the Department through the Departmental Working Capital Fund. The total charge for this service is \$962,400. The proposal is still under discussion within the Department regarding the details of how the proposal will be implemented. No final decision has been made.

Administrative Support Services

Table XCII Administrative Support Program Summary (\$ 000s).

Program Element		1994 Enacted To Date	Uncontrol- lable Chan- ges (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Executive and Managerial Direction	\$ FTE	5,839 86	-245 -4	-9 -	5,585 82	-254 -43
Budget Development and Execution	\$ FTE	3,098 74	-51 -3	-4 -	3,043 71	-55 -3
Procurement and Prop- erty Management	\$ FTE	15,176 270	-263 -16	-21 -1	14,892 253	-284 -17
Personnel and Organiza- tion Management	\$ FTE	7,957 244	-135 -	-10 -164	7,812 80	-145 -164
Financial Management	\$ FTE	5,648 110	-97 -5	-8 -	5,543 105	-105 -5
Records and Directives Systems Management	\$ FTE	3,887 110	-67 -5	-5 -	3,815 105	-72 -5
External Affairs and Information	\$ FTE	1,644 38	-30 -3	-3 -	1,611 35	-33 -3
Total	\$ FTE	43,249 932	-888 -36	-60 -165	42,301 731	-948 -201

♦1995 Program♦

The administrative support services program provides funding for a portion of BLM executive and managerial direction expenses, and for basic administrative support services to sustain ongoing operations for all BLM programs.

Headquarters office and field office administrative staffs provide services such as budget development and execution, procurement and contracting, property management, safety programs, financial management, personnel management, program evaluation, management analysis, and records and directives manage-

ment. Other headquarters staffs support the directorate and field level executives on matters involving external relations, public affairs and information, congressional liaison, legislation and regulatory management.

BLM's executive and managerial direction personnel consist of the Director, Deputy Directors, and Assistant Director for Management Services in the headquarters office. It also includes portions of the time of State Directors and Associate State Directors, the Service Center Director and Associate Service Center Director, District Managers and Associate District Managers when they perform general managerial direction functions of the BLM's field offices. In field offices, the general administrative

support program pays only for managerial costs based on the amount of time that managerial personnel spend on general administration-related work. When management personnel are dedicating their time to managing other activities or programs, the benefiting programs pay for that portion of managerial direction costs.

The headquarters directorate develops general and specific managerial and administrative policy for the BLM, and provides executive direction to the BLM field organization consisting of 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The state office directorates implement national policy by providing procedural and program guidance and ensuring consistent application and implementation of BLM policy and procedures through executive direction over field operations. The Service Center provides specified technical and administrative support to Headquarters, State and District Office operational programs.

The budget staffs are responsible for accomplishing BLM's budget formulation and execution work which involve all of BLM's appropriations and other funding authorities. The headquarters budget division develops and presents the BLM Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any supplemental appropriation requests or reprogramming requests needed as a result of changing conditions.

In the field, budget analysts are located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified

above include only the costs of the budgetary and programming work performed on a Bureau-wide, Statewide or office wide basis. All BLM organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development work required in support of individual programs is funded by the benefiting activities and subactivities.

The procurement and property management staffs plan and direct the BLM's procurement, contracting, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs. The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management such as receiving, storing and issuing supplies; and project materials and space management required to support the organization's functions. Funds are included in 1994 and 1995 to provide for the continuing education of procurement professionals and specialists and other employees involved in the procurement field.

Procurement and contracting organizations within BLM spent more than \$147.7 million for goods and services in 1993. This included 2,169 contracts actions worth approximately \$80.3 million for supplies, services, studies, and construction work. It also included nearly 93,760 small purchase actions (under \$25,000 each), with a total value over \$67.4 million. In addition, the BLM has used credit cards under CSA authority as an efficient and economic tool for making purchases. BLM employees completed 41,200 transaction worth \$7,784,056 million using approximately 1,500 credit cards. This method of purchase reduces paperwork, permits over the counter transactions and guarantees the vendor fast payment. Because of its efficiency, the National Performance Review (NPR) team has recommended more governmentwide use of the card.

The personnel and organizational management staffs develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysts, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 12,000 employees.

The BLM headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and organizational analysis, classification review of BLM positions, processing about 35,000 personnel actions, and issuing 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees.

Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual training plans for employees as part of the performance evaluation process, and conducting a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needs to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfer, and handle approximately 200 employee grievances and formal complaints.

The finance staffs implement accounting and financial management requirements. The finance office located at the BLM Service Center processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and

accounts for receipts. Finance personnel process approximately 158,000 payments each year.

During 1992, finance staffs operated the Federal Financial System (FFS) for its first full year of production within BLM. FFS operations at the 1993 Enacted Funding Level are estimated at \$2,466,852. In addition, requirements for audited financial statements, program increases for training of financial management personnel, preparation of biennial reports on cost recovery, and the development of performance indicators continue to expand.

The general records, paperwork and directives management staffs at all organizational levels maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 122,508 cubic feet of records.

The external affairs staffs at headquarters and field offices are responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on BLM policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Lands. Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and congressional liaison work.

Public affairs specialists are also responsible for timely and accurate dissemination of information to national and State news media and serve as a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues. External affairs, public information and public participation efforts by public affairs staffs which support individual

program requirements are funded by the benefiting program activities or subactivities.

❖1995 Program Decrease❖

Table XCIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes
\$	42,301	-60
FTE	731	-165

The 1995 Budget Request is \$42,301,000 and 731 FTE, a program decrease of \$60,000 and 165 FTE. A decrease of 164 FTE is related to the proposed consolidation of Human Resources Management functions in the Department. The 164 FTE are all from personnel services. Minimal corresponding funding reductions are connected with this proposal in 1995. The BLM will purchase its Human Resources Management services from the

Department through the Departmental Working Capital Fund and the Bureau of Reclamation's (BOR) Working Capital Fund for personnel processing center services, at an estimated charge of \$4,331,400. Estimated reimbursements to the BOR are \$1,439,000. This proposal is still under discussion within the Department regarding the details of how the proposal will be implemented. No final decision has been made.

A reduction of \$60,000 and 1 FTE reflects an offsetting reduction in BLM to permit the Office of the Solicitor the funds and FTE to provide additional legal services to the Bureau.

Bureauwide Fixed Costs

The bureauwide fixed costs category includes funding for certain essential Bureau-wide program support costs which are relatively uncontrollable by BLM, and, because of the nature of the origination and billing arrangements for these items, it is more effective and efficient to budget and pay them on a central basis. This includes space rental payments to GSA and to private lessors, FTS 2000 charges and some of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee

compensation payments to the Department of Labor, and payments to the Department for services provided through the Departmental Working Capital Fund.

❖1995 Program❖

Space Rental

There are two categories of cost for rental of BLM general purpose office space and associated facilities.

Table XCIV Bureauwide Fixed Costs Summary (\$ 000s).

Program Element	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Space Rental	(35,678)	(+2,033)	--	(37,711)	(+2,033)
GSA Rental Space	22,626	+980	--	23,606	+980
Space Controlled by BLM	13,052	+1,053	--	14,105	+1,053
General Purpose Wire Communications	(7,944)	--	--	(7,944)	--
FTS	3,536	--	--	3,536	--
Commercial Telephone	4,194	--	--	4,194	--
Facsimile Equipment	214	--	--	214	--
Permanent Change of Duty Station	2,177	--	--	2,177	--
Mail and Postal Service	1,933	--	--	1,933	--
Injured Employee Com- pensation	4,745	+623	--	5,368	+623
Unemployment Com- pensation	3,032	+115	--	3,147	+115
Departmental Working Capital Fund	1,096	+120	--	1,216	+120
GSA Consumer Infor- mation	11	+2	--	13	+2
Total	56,616	+2,893	--	59,509	+2,893

- *GSA Rental Space* includes GSA's rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.

- *Space Controlled by BLM* includes rental costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

General Purpose Wire Communications

The FTS 2000 intercity service is based on time minute usage. The new FTS 2000 system was phased in at BLM during 1990, 1991, and 1992 with final data line conversion in early 1992.

The general purpose commercial telephone cost covers local basic general purpose telephone services. In addition, facsimile equipment transmission line costs are also paid by this subactivity. Some other telephone system and facsimile transmission costs, especially those related directly to a program function such as firefighting and other programs, are paid by the benefiting program subactivities.

Permanent Change of Duty Station (PCS)

The portion of the BLM's permanent change of duty station (PCS) costs which are related to interstate moves of employees at GS-13 level and above for Bureauwide management purposes are paid from this category. Because of the rapid rise in interstate PCS move costs, particularly real estate reimbursement, portions of these costs are also charged to other program subactivities on a pro-rata basis. The primary reason for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program activity or subactivities since those moves are primarily related to program accomplishment purposes.

PCS moves of employees to different duty stations within a State Office's jurisdiction are paid by the funds allocated at the State Office level in the benefiting program subactivities.

Mail and Postal Service

The U.S. Postal Service (USPS) assesses the BLM for mail and postal service. The estimate includes efforts to use postage service classes more efficiently and the effect of reduced use of the U.S. mail due to electronic communications and private express services options. We anticipate no change in the volume of mail from the 1994 level.

Injured Employee Compensation

The Department of Labor (DOL) annually bills the BLM for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund. Costs for 1995 are for the 12-months ending June 1993 and are paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.

Unemployment Compensation

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund in the Department of Labor by the various Federal agencies. The Department of Labor issues bills to the Department of the Interior which are then re-allocated to the bureaus for payment of amounts to reimburse the Unemployment Trust Fund.

Departmental Services

This item represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services.

Consistent with the National Performance Review recommendations and Departmentwide efforts to streamline certain administrative functions, the Department has proposed a consolidation of human resources management functions throughout the Department. Consequently, BLM will reduce its FTEs associated with personnel and equal employment opportunity (EEO) activities and will reimburse the Department for personnel and (EEO) services rendered on behalf of the Bureau through payments to the Department Working Capital Fund and the Bureau of Reclamation Working Capital Fund for proposed services to be provided by its Administrative Service Center. The costs of these services are not included in this category, but remain under the Administrative Support subactivity.

GSA Consumer Information

This item includes BLM's share of costs charged the Department for stockpiling and distributing publications by GSA's Consumer Information Center in Pueblo, Colorado.

Aviation Management

◆1995 Program◆

The 1994 Enacted Funding Level for Aviation Management is \$1,396,000 and 20 FTE. For 1995, adjustments as a result of uncontrollable changes will increase the Fiscal Year 1994 Enacted level by \$15,000, providing a 1995 Budget request of \$1,411,000 and 20 FTE.

Aviation management staffs in BLM provide the development and implementation of policy and procedures which facilitate the deployment of a variety of aircraft specifically to accomplish natural resource management missions. Aviation resources (both fixed wing and helicopter) are used extensively by BLM in the multiple-use management of the Public Land. Approximately 60 percent of the annual aircraft use by BLM is related to the renewable resource management and protection programs with the remainder associated with the detection and suppression of wildfires. These missions are typically conducted in a high risk, low-level flight environment which demands tighter management controls and more sophisticated piloting skills. Ten percent of the flight time is conducted by BLM pilots in government aircraft for the most complex and hazardous missions.

BLM aviation managers in the various field offices provide the expertise to ensure the successful achievement of aviation program objectives. They are responsible for reviewing aviation operational plans, implementing risk management systems, and monitoring aviation business to provide efficient and effective aircraft resources. This responsibility includes quality controls, management evaluations, and administrative cost analyses prescribed by OMB Circulars A-76 and A-126. They ensure that adequate safety training is provided for personnel who use aviation resources.

The highest priority in the aviation management program is safety. Risk management is used as a systematic approach to increase flight safety by recognizing and reducing risk factors and developing an accident prevention program. This involves procedures for operational evaluation; analysis and recognition of hazardous trends; accident investigation and prevention plans; and flight safety training courses.

These efforts have proven effective in lowering incident/accident rates, in achieving the most efficient level of aviation service, and provides management of a valuable transportation asset.

Summary of Requirements by Object Class
(Dollars in Thousands)

Appropriation: Management of Lands and Resources

Identification code 14-1109-0-1-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct obligations:								
Personnel compensation:								
11.1 Full-time permanent.....		278,729		(690)		(646)		277,793
11.2 Other than full-time permanent.....		13,991		(440)		(428)		13,123
11.5 Other personnel compensation.....		6,823		(140)		(119)		6,564
11.8 Special personal services payments.....		354		(20)		(14)		320
11.9 Total personnel compensation.....		299,897		(1,290)		(1,207)		297,400
12.1 Civilian personnel benefits.....		67,850		(162)		(150)		67,538
12.0 Benefits for former personnel.....		15		1				16
21.0 Travel and transportation of persons.....		18,100				887		18,987
22.0 Transportation of things.....		12,500				640		13,140
23.1 Rental payments to GSA.....		21,800		900		0		22,700
23.2 Rental payments to others.....		13,706		(56)		0		13,650
23.3 Communications, utilities, and miscellaneous charges.....		12,700				(40)		12,660
24.0 Printing and reproduction.....		2,600				415		3,015
25.2 Other services.....		74,193		(329)		(6,323)		67,541
26.0 Supplies and materials.....		15,500				4,527		20,027
31.0 Equipment.....		37,000				3,700		40,700
32.0 Land and structures.....		2,399				5,243		7,642
41.0 Grants, subsidies, and contributions.....		1,500				1,000		2,500
42.0 Insurance claims and indemnities.....		100				(25)		75
91.0 Unvouchered.....		---				100		100
99.0 Subtotal, direct obligations.....		599,860		(936)		8,267		607,191

* Includes prior year obligations of approximately \$80 million not reflected in the Summary of Requirements Table.

Identification code 14-1109-0-1-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Reimbursable obligations:								
Personnel compensation:								
11.1 Full-time permanent.....		12,189				211		12,400
11.2 Other than full-time permanent.....		2,282				18		2,300
11.5 Other personnel compensation.....		300				10		310
11.8 Special personal services payments.....		---						---
11.9 Total personnel compensation.....		14,771				239		15,010
12.1 Civilian personnel benefits.....		3,200				100		3,300
21.0 Travel and transportation of persons.....		1,000						1,000
22.0 Transportation of things.....		1,000						1,000
23.1 Rental payments to others.....		1,000						1,000
23.3 Communications, utilities, and miscellaneous charges.....		500						500
24.0 Printing and reproduction.....		500						500
25.2 Other services.....		2,449				51		2,500
26.0 Supplies and materials.....		3,600				(290)		3,210
31.0 Equipment.....		1,800						1,800
32.0 Land and structures.....		50						50
42.0 Insurance claims and indemnities.....		---						---
99.0 Subtotal, reimbursable obligations.....		30,270		0		0		30,270
99.9 Total obligations.....		630,130		(936)		8,267		637,461

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code: 14-1109-0-1-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
Direct program:			
00.01 Energy and Minerals Management.....	80,108	70,876	68,479
00.02 Lands and Realty Management.....	46,538	42,931	44,124
00.03 Renewable Resources Management.....	194,842	188,151	205,311
00.04 Resource Management Planning.....	11,349	9,834	9,578
00.05 Information and resource data management.....	64,473	90,466	85,399
00.06 Resource protection and maintenance.....	109,439	93,395	88,099
00.07 General Administration.....	117,390	104,207	106,201
00.17 Emergency operations.....	---	---	---
00.91 Total direct program.....	624,139*	599,860	607,191
01.01 Reimbursable program.....	37,968	30,270	30,270
10.00 Total obligations.....	662,107*	630,130	637,461

* Includes prior year obligations of approximately \$80 million not reflected in the Summary of Requirements Table.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code: 14-1109-0-1-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
Financing:			
Offsetting collections from:			
17.00 Recovery of prior year obligations.....	(69,819)	---	---
21.40 Unobligated balance available, start of year.....	(33,701)	(21,917)	(26,245)
24.40 Unobligated balance available, end of year.....	21,917	26,245	26,245
25.00 Unobligated balance expiring.....	---	---	---
39.00 Budget authority (gross).....	580,504	634,458	637,461
Budget authority:			
40.00 Appropriation (general fund).....	538,807	594,398	605,729
40.20 Appropriation (special fund).....	1,425	1,462	1,462
41.00 Transferred to other accounts.....	---	(1,000)	---
42.00 Transferred from other accounts.....	10	5,000	---
43.00 Appropriation (total).....	540,242	599,860	607,191
68.00 Spending authority from offsetting collections (new).....	38,999	30,270	30,270
Relation of obligations to outlays:			
71.00 Total obligations.....	662,107	630,130	637,462
72.40 Obligated balance, start of year.....	83,922	87,816	123,677
74.40 Obligated balance, end of year.....	(87,816)	(123,677)	(129,058)
77.00 Adjustments in expired accounts.....	(13,729)	---	---
78.00 Adjustments in unexpired accounts.....	(69,819)	---	---
87.00 Outlays (gross).....	574,665	594,269	632,081
88.00 Federal funds.....	(8,779)	(9,470)	(9,470)
88.40 Non-Federal sources.....	(30,220)	(20,800)	(20,800)
88.90 Total, offsetting collections.....	(38,999)	(30,270)	(30,270)
89.00 Budget authority (net).....	535,666	563,999	601,811
90.00 Outlays (net).....	535,811	554,343	621,925

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302	1993 actual	1994 enacted	1995 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	272,855	278,729	277,393
11.3 Other than full-time permanent.....	13,526	13,991	13,123
11.5 Other personnel compensation.....	6,648	6,823	6,564
11.8 Special personal services payments.....	352	354	320
11.9 Total personnel compensation.....	293,381	299,897	297,400
12.1 Civilian personnel benefits.....	67,840	67,850	67,538
13.0 Benefits for former personnel.....	15	15	16
21.0 Travel and transportation of persons.....	18,053	18,100	18,987
22.0 Transportation of things.....	12,946	12,500	13,140
23.1 Rental payments to GSA.....	20,201	21,800	22,700
23.2 Rental payments to others.....	12,693	13,706	13,650
23.3 Communications, utilities, and miscellaneous charges.....	10,838	12,700	12,660
24.0 Printing and reproduction.....	2,767	2,600	3,015
25.2 Other services.....	139,210	74,193	67,041
26.0 Supplies and materials.....	15,931	15,500	20,027
31.0 Equipment.....	26,483	57,000	60,700
32.0 Land and structures.....	2,370	2,399	7,642
41.0 Grants, subsidies, and contributions.....	1,367	1,500	2,500
42.0 Insurance claims and indemnities.....	44	100	75
91.0 Unvouchered.....	---	---	100
99.0 Subtotal, direct obligations.....	624,139*	599,860	607,191

* Includes prior year obligations of approximately \$80 million
not reflected in the Summary of Requirements Table.

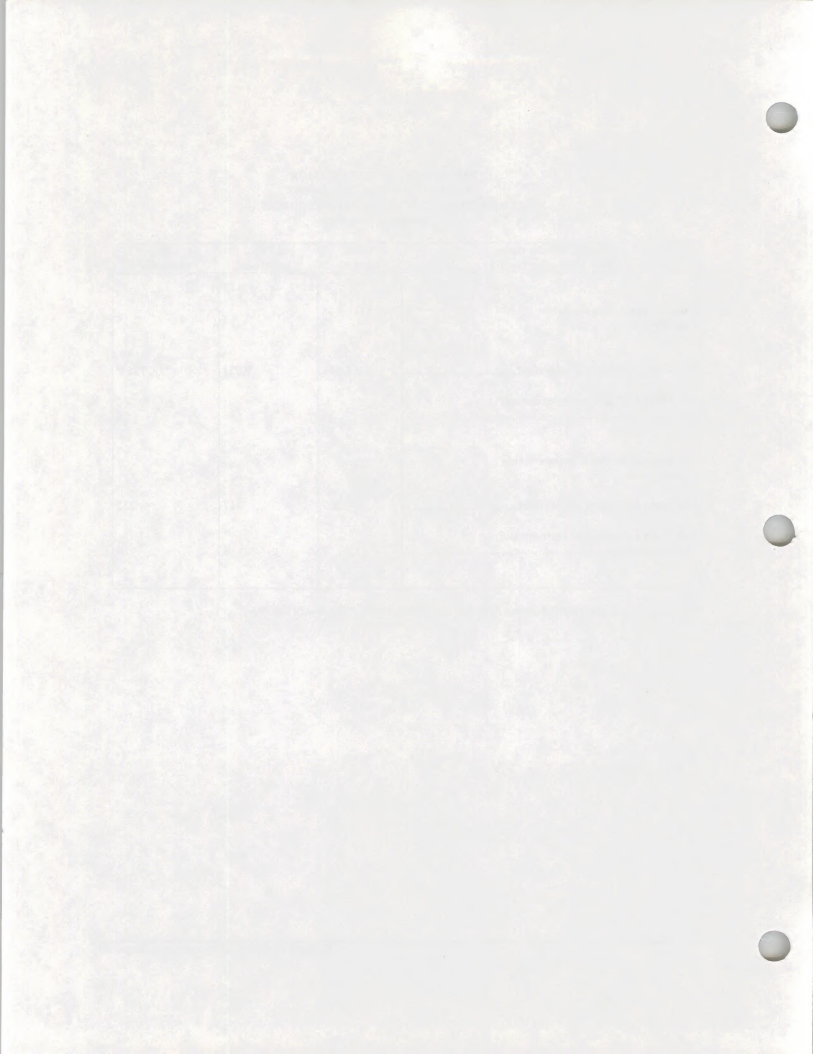
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302	1993 actual	1994 enacted	1995 estimate
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	11,502	12,189	12,400
11.3 Other than full-time permanent.....	2,153	2,282	2,300
11.5 Other personnel compensation.....	300	300	310
11.8 Special personal services payments.....	---	---	---
11.9 Total personnel compensation.....	13,955	14,771	15,010
12.1 Civilian personnel benefits.....	3,000	3,200	3,300
21.0 Travel and transportation of persons.....	1,000	1,000	1,000
22.0 Transportation of things.....	1,000	1,000	1,000
23.2 Rental payments to others.....	1,000	1,000	1,000
23.3 Communications, utilities, and miscellaneous charges.....	500	500	500
24.0 Printing and reproduction.....	500	500	500
25.2 Other services.....	9,963	2,849	2,900
26.0 Supplies and materials.....	5,000	3,600	3,210
31.0 Equipment.....	2,000	1,800	1,800
32.0 Lands and structures.....	50	50	50
42.0 Insurance claims and indemnities.....	---	---	---
99.0 Subtotal, reimbursable obligations.....	37,968	30,270	30,270
99.9 Total obligations.....	662,107	630,130	637,461

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code: 14-1109-0-1-302	1993 actual	1994 enacted	1995 estimate
Direct: Total compensable workyears:			
Full-time equivalent employment.....	8,131	7,951	7764*
Full-time equivalent of overtime and holiday hours.....	55	56	56
Reimbursable: Total compensable workyears:			
Full-time equivalent employment.....	209	217	232
Full-time equivalent of overtime and holiday hours.....	5	6	6

* Includes Mining Law Administration FTE of 275 in FY 93, 354 in FY94, & 429 in FY95.



Appropriation: [Fire Protection] Wildland Fire Management

Appropriation Language Sheet

For necessary expenses for fire *use and* management, [emergency rehabilitation, fire suppression] and *fire* preparedness, [and other related emergency actions] by the Department of the Interior, [\$117,143,000] \$115,468,000 to remain available until expended.

(16 U.S.C. 1; 16 U.S.C. 594; 16 U.S.C. 668dd - 668ee; 42 U.S.C. 1856; 42 U.S.C. 5121; 16 U.S.C. 3101; 43 U.S.C. 1748; 25 U.S.C. 3101; P.L. 103-138, *Department of the Interior and Related Agencies Appropriations Act, 1994*).

Justification of Proposed Language Change

1. Deletion: [Fire Protection]

Deletion of the term Fire Protection because it implies a single focus of the appropriation.

2. Addition: *Wildland Fire Management*

This language more accurately reflects the scope of the activities funded by the appropriation.

3. Addition: *use and*

These words are necessary to provide a more descriptive designation of how the funds are actually used. These funds provide for activities that are related to the application of fire as a land and resource management tool.

4. Deletion: [emergency rehabilitation, fire suppression]

Deletion of the words "emergency rehabilitation, fire suppression" because of the revised definition of the activity and all firefighting activities and emergency rehabilitation are now funded in the Department of the Interior Wildland Fire Operations appropriation.

5. Addition: *fire*

The word "fire" is necessary to more accurately describe preparedness.

6. Deletion: [and other related emergency actions]

Deletion of the words "other related emergency actions" because emergency actions are funded in the Department of the Interior Wildland Fire Operations appropriation.

Appropriation Language Citations

For necessary expenses for fire *use and* management, [emergency rehabilitation, fire suppression] and fire preparedness, [and other related emergency actions] by the Department of the Interior, [\$117,143,000] \$115,468,000 to remain available until expended.

(16 U.S.C. 1; 16 U.S.C. 594; 16 U.S.C. 668dd - 668ee; 42 U.S.C. 1856; 42 U.S.C. 5121; 16 U.S.C. 3101; 43 U.S.C. 1748; 25 U.S.C. 3101; P.L. 103-138, *Department of the Interior and Related Agencies Appropriations Act, 1994*).

16 U.S.C. 1;
16 U.S.C. 594;
16 U.S.C. 668dd - 668ee;
42 U.S.C. 1856;
42 U.S.C. 5121;
16 U.S.C. 3101;
43 U.S.C. 1748;
25 U.S.C. 3101;
P.L. 102-381.

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid

in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971, as amended by the Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of Public Lands and resources from destruction by fire.

Summary of Requirements
(dollars in thousands)

Appropriation: Wildland Fire Management

	FTE	Amount
President's Budget, 1994	2,028	117,143
Summary of Uncontrollable and Related Changes*	FTE Amount	
FTE Usage Reduction	-64 (1,337)	
Administrative Streamlining	0 (600)	
Additional Cost in 1995 of the January 1994 Pay Raise	0 0	
OSRS/FERS Retirement Cost	0 0	
One-less Paid Day	0	
Total Uncontrollable Changes	(64)	(1,937)
Program Changes (detailed below)	0	262
Total Requirements (1995 Request)	1,964	115,468

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Preparedness	1,846	103,936	1,867	104,775	(56)	(1,791)	0	191	1,811	103,175	(56)	(1,600)
Fire Use and Management	148	14,360	161	12,368	(8)	(146)	0	71	153	12,293	(8)	(75)
TOTAL APPROPRIATION	1,994	118,296	2,028	117,143	(64)	(1,937)	0	262	1,964	115,468	(64)	(1,675)

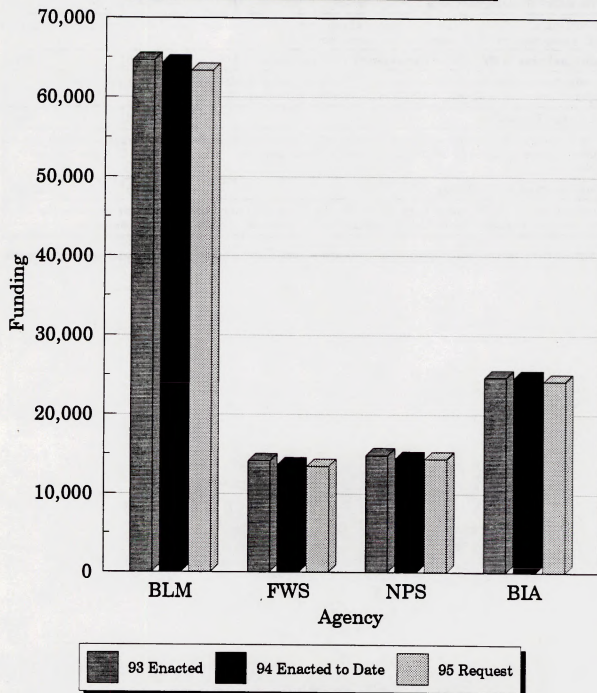
* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

❖Justification of Uncontrollable Changes❖

Table I Justification of Uncontrollable Changes (\$ 000s).

	1993 Est./ FTE	1994 Change (+/-)
CSRS/FERS Retirement Costs	\$9,809	+\$790
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in Bureau work force.		
Additional cost in FY 1994 of the January 1993 pay raise	\$34,370	+\$900
The adjustment is for an additional amount of \$900,000 needed in 1994 to fully fund the one additional quarters' costs associated with the 3.7% raise effective in January 1993.		
FTE Usage Reduction	N.A./-50	-\$948
The adjustment is for the cost savings associated with the fire Bureaus' share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995, by implementing Executive Order 12839.		
Administrative Streamlining	N.A./-36	-\$1,500
The adjustment is for the cost savings associated with a reduction in administrative expenses reflecting the Administration's program to increase the administrative productivity of the Federal government.		

Wildland Fire Management By DOI Bureau Dollars in Thousands



Wildland Fire Management Crosswalk Table

New Accounts	Old Subactivity or Portions Thereof	1994 Enacted To Date (\$000s)	1994 Subtotals (\$000s)	1995 Program Changes	1995 Uncontrols Changes	1995 Request (\$000s)	Difference 1994 - 1995 (\$000s)
WILDLAND FIRE MANAGEMENT (DOI)							
Preparedness			104,775			103,175	(1,600)
	Program Management	20,445		191	(356)		
	Presuppression	84,329		0	(1,435)		
Fire Use and Management			12,368			12,293	(75)
	Program Management	12,368		71	(146)		
	Presuppression	0		0	0		
TOTAL WILDLAND FIRE MGMT. (DOI)			117,143	191	(1,791)	115,468	(1,675)
WILDLAND FIRE MANAGEMENT (BLM)							
Preparedness			56,193			55,255	(936)
	Program Management	3,769			(63)		
	Presuppression	52,424			(675)		
Fire Use and Management			8,139			8,067	(72)
	Program Management	8,139			(52)		
	Presuppression						
TOTAL WILDLAND FIRE MGMT. (BLM)			64,332	0	(936)	63,342	(990)
WILDLAND FIRE MANAGEMENT (FWS)							
Preparedness			12,538			12,342	(196)
	Program Management	2,172			(34)		
	Presuppression	10,366			(162)		
Fire Use and Management			1,082			1,072	(10)
	Program Management	1,082			(10)		
	Presuppression						
TOTAL WILDLAND FIRE MGMT. (FWS)			13,620	0	(196)	13,414	(206)
WILDLAND FIRE MANAGEMENT (NPS)							
Preparedness			11,729			11,695	(34)
	Program Management	6,547		191	(118)		
	Presuppression	5,182			(107)		
Fire Use and Management			2,673			2,667	(6)
	Program Management	2,673		71	(77)		
	Presuppression						
TOTAL WILDLAND FIRE MGMT. (NPS)			14,402	191	(225)	14,362	(40)
WILDLAND FIRE MANAGEMENT (BIA)							
Preparedness			24,315			23,883	(432)
	Program Management	7,958			(141)		
	Presuppression	16,357			(291)		
Fire Use and Management			300	300		295	(5)
	Program Management				(5)		
	Presuppression						
TOTAL WILDLAND FIRE MGMT. (BIA)			24,615	0	(432)	24,178	(437)
WILDLAND FIRE MANAGEMENT (OS)							
Preparedness			0			0	0
	Program Management	0					
	Presuppression	0					
Fire Use and Management			174			172	(2)
	Program Management	174			(2)		
	Presuppression	0					
TOTAL WILDLAND FIRE MGMT. (OS)			174	0	0	172	(2)

Appropriation Summary

Appropriation: Wildland Fire Management

Table II Activity Summary (\$ 000s).

Activity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Preparedness	103,936	104,775	-1,791	+191	103,175	-1,600
Fire Use and Management	14,360	12,368	-146	+71	12,293	-75
Total	118,296	117,143	-1,937	+262	115,468	-1,675

Table III Activity Summary (\$ 000s).

Activity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Bureau of Land Management	64,674	64,332	-990	0	63,342	-990
Fish and Wildlife Service	14,116	13,620	-206	0	13,414	-206
National Park Service	14,849	14,402	-302	+262	14,362	-40
Bureau of Indian Affairs	24,657	24,615	-437	0	24,178	-437
Office of the Secretary	0	174	-2	0	172	-2
Total	118,296	117,143	-1,937	+262	115,468	-1,675

¹ Please see the cross-walk table for a derivation of these budget levels.

Appropriation Overview

❖Authorizations❖

Pleas see the *Appropriations Language Citations* section for basic program statutory authorizations.

❖Objectives❖

The objectives of the Wildland Fire Management program in the Department of the Interior (DOI) are to:

- provide the necessary forces, resources, and capabilities ready to suppress wildfires in order to preserve the capability of DOI managed lands to contribute to the natural resource, socioeconomic and multiple-use needs of the Nation;
- incorporate planning for fire management into other land use and resource management plans of the Department;
- utilize prescribed fire to protect and enhance natural resources;
- conduct fire programs and prescribed fire activities in a manner consistent with bureau land use plan objectives; and
- conduct research in order to improve fire fighting methods and knowledge of the relationship between fire and the environment

❖1995 Program❖

The Wildland Fire Management appropriation includes funding for preparedness (actions taken to prepare for suppressing wildfires) and for fire use and management activities, the predictable aspects of the DOI fire program, in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM and are made available by allocation to the other three bureaus and to

the Office of the Secretary for their program activities.

Appropriations to cover the full range of fire preparedness costs provide a stable funding source for the predictable wildland fire management operations (preparedness and fire use and management), which must take place regardless of the severity of any given fire season.

Prior to 1990, each bureau's fire program was funded directly through each bureau's primary operating accounts. In most cases minimal funding was provided in the annual appropriations act. Emergency transfers made under the authority of §102 in the annual Department of the Interior Appropriations Acts provided the bulk of the funding needed to protect DOI lands and resources and to suppress wildfires. Repayment of the transfers was accomplished through subsequent supplemental appropriations or through funds included in the next year's appropriations act.

Establishment of the "Firefighting" account in 1990 allowed the Department and the Congress to provide upfront funding for the majority of each bureau's program management and presuppression activities as well as funding for emergency costs. The "Firefighting" account also permitted the Department to establish common definitions for programs, allowing Department-wide evaluation, analysis and accounting of firefighting programs.

In 1992 the "Firefighting" appropriation was split into two accounts, this account (now called "Wildland Fire Management") for preparedness and fire use and management and one for suppression operations and emergency rehabilitation programs (now called "DOI Wildland Fire Operations").

General descriptions of the two program activities in Wildland Fire Management follow. More detailed program descriptions of each activity are included in the individual bureau descriptions.

Preparedness

Includes all activities related to general fire program oversight and to the procurement, supervision, and deployment of wildfire suppression personnel and equipment.

Includes compensation for fire staffs in the bureaus; all "fair share" and basic operational costs of the National Interagency Fire Center (NIFC, formerly the Boise Interagency Fire Center) and the Alaska Fire Service (AFS); development and operation of the Initial Attack Management System (IAMS) and associated automatic lightning detection and weather station systems; basic fire communications systems; training development and management; interagency coordination and program development such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee; data collection and analysis necessary to prepare fire management plans and related materials. Funding for indirect costs of contracting with Indian Nations under P.L. 93-638 is included in this activity.

Covers costs of preparations for the annual fire season. Normal preparedness includes all activities associated with implementing the bureaus' fire management plans to prepare for the annual fire season. Includes compensation for permanent, seasonal and furloughable fire personnel and support staff performing preparedness work; expendable and capital equipment that is directly related to fire suppression; equipment operation and maintenance; training directly related to preparedness and suppression operations; contracts (including protection for certain lands or resources, aircraft availability, and flight time for reconnaissance); dispatching/logistical services; emergency communications equipment and services; special weather forecasting services; and administrative support.

Fire Use and Management

Includes activities related to the application of fire as a land and resource management tool. It includes salaries, benefits, and support costs for permanent and temporary personnel at the national, regional, and field levels who are primarily involved in prescribed fire, fuels management and research as provided for by bureau regulations and policy. Also, includes planning, preparation, execution and evaluation costs for hazard fuels reduction projects. Includes funding for the Departmental fire program coordinator.

Fire Research

The fire research program that was initiated in 1992 will be continued in the 1995 Budget Request at a level of \$1,320,000 (in Fire Use and Management). The research initiative is managed by a chartered Research Working Team under direction of the DOI Fire Coordinating Committee. It includes projects that are necessary to improve fire fighting methods and safety, and improve knowledge of the relationship between fire, the environment, and various ecosystems that are managed by the four participating bureaus. Coordination of projects and priorities with the Forest Service (FS) is underway. Conduct of the proposed projects is through existing FS research labs and through contracts with universities. The 1995 funding for research projects is consolidated in the BLM allocation for ease of administration.

Departmental Fire Coordinator

Beginning in late 1992, the position of Departmental Fire Program Coordinator was filled and funded through an interagency agreement with the Bureau of Land Management, on behalf of all four bureau fire management programs in the Department. In 1994 this arrangement was formalized with a budgeted allocation of funds within this appropriation to the Office of the Secretary for Departmental fire program coordination. This function will continue as part of the 1995 program.

♦1995 Program Increase♦

Table IV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	115,468	+262
FTE	1,964	0

The 1995 Budget Request is \$115,468,000 and 1,964 FTE. In 1995, \$262,000 is added to the National Park Service to cover part of the cost of converting 46 temporary positions to permanent status, as mandated by OPM regulations.

Bureau: Bureau of Land Management
Appropriation: Wildland Fire Management

Activity Summary

Table V Activity Summary, Bureau of Land Management (\$ 000s).

Activity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Preparedness	54,492	56,193	-938	0	55,255	-938
Fire Use and Man- agement	10,182	8,139	-52	0	8,087	-52
Total	64,674	64,332	-990	0	63,342	-990

¹ Please see the cross-walk table for a derivation of these budget levels.

Justification of Program and Performance

Bureau: Bureau of Land Management

Activity: Preparedness

Table VI Activity Summary, Bureau of Land Management (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	56,193	-938	0	55,255	-938
FTE	927	-30	0	897	-30

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Program◆

The priority BLM preparedness accomplishments planned for 1995 are as follows:

- update and revise the BLM's Fire Management Activity Planning and adjust internal funding allocations and to utilize the Most Efficient Level (MEL) for all aspects of the BLM program receiving fire funding;
- design, improve and conduct fire training programs to have a fully qualified, highly trained force of fire personnel ready and able to execute the BLM wildland fire suppression responsibilities;
- operate and maintain the Department of the Interior's share of the National Interagency Fire Center (NIFC) program for fire preparedness, logistical support, training and communications;
- operate and staff the Alaska Fire Service (AFS) to provide wildland fire protection services to all Department of the Interior and associated Native Corporation lands in Alaska; and
- maintain fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass;

Preparedness is an integral part of the overall BLM mission to manage, protect and enhance the natural resources of the Public Lands in order to preserve multiple-use capabilities to meet the Nation's resource requirements.

An essential part of BLM's mission is to provide wildfire protection for property and natural resources from the destructive effects of wildfire on 443 million acres of lands, including both Public Lands managed by BLM and on other lands through cooperative agreement or mutual exchange. BLM carries out its wildland fire management responsibilities on the Public Lands and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with other Federal and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Lands and the 2.4 million acres of Oregon and California Grant Lands, Coos Bay Wagon Road Lands and intermingled Public Lands in Western Oregon.

This activity includes the functions necessary for the BLM to take preparatory actions to have fire fighting forces and equipment available, trained, positioned, and ready to fight the 10-year average of 3,100 wildfires burning about 1,700,000

acres. The forces are positioned and allocated as provided in BLM's national, state, and district fire management plans.

Included in the 1995 budget request level are the costs of the following preparedness requirements: hiring, training, equipping and paying the basic 40-hour work week salaries and benefits for approximately 2,120 fire suppression and support personnel (permanent, career seasonal, and temporary) during the fire season; inspecting and servicing 400 fire trucks; making available, through contract, a minimum of 31 helicopters, 7 multi-engine retardant aircraft, and 21 multi-purpose aircraft; inventory and stocking of fire supply caches; activating 150 seasonal initial attack fire stations and transporting seasonal fire personnel to their duty stations; activating weather stations and automatic lightning detection facilities and lookouts; operating several firefighting dispatch, coordination and logistic support facilities; and providing communications equipment, networks and facilities. These activities take place during the designated activation periods of the fire season. To meet all aircraft support requirements of this mission, the BLM utilizes the Office of Aircraft Services for contract and rental agreements. The BLM also operates a fleet of government owned aircraft for specialized fire suppression requirements (air attack, lead planes, smokejumpers).

A BLM National Fire Plan was completed in 1991 that included a cost analysis to determine the most cost-effective preparedness levels for the average fire year. This analysis considered the relationship of the total costs of preparedness, suppression, and fire damages to achieve the optimal level of preparedness funding needed to minimize suppression costs and resource damages. This is defined as the Most Efficient Level (MEL) for fire protection. These fire plans will be revised and updated during 1994.

National Interagency Fire Center (NIFC)

BLM maintains and operates the NIFC, a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service, National Weather Service, and other Interior bureaus. NIFC provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agencies request assistance. In addition to its logistical coordination role, NIFC also manages the national fire cache for supplies, equipment and radios; a technical support group for communications; remote sensing programs; a smoke-jumper unit; and the national fire training development center. The total core DOI cost of NIFC operations is included in the BLM portion of the Wildland Fire Management appropriation. Participating agencies from outside the Interior Department continue to reimburse BLM for their shares of NIFC base operations costs.

Alaska Fire Service

The Alaska Fire Service (AFS), located at Fairbanks, Alaska, is responsible for providing wildland fire suppression services to all Department of the Interior and associated Alaska Native Corporation lands in Alaska. The area protected includes approximately 266 million acres. The total cost of AFS basic operations is included in the BLM portion of the Wildland Fire Management appropriation.

Initial Attack Management Systems

The Initial Attack Management System (IAMS) is an operational, computerized remote lightning detection and fire predictive system that was designed by BLM to provide additional intelligence to fire managers so that they could more effectively perform fire detection, pre-positioning of forces and dispatch initial attack forces. If wildfires can be attacked when they are small, the chances of successfully suppressing them with the initial attack force are high. The result is that the cost of suppression is significantly lower than if fires escape initial attack efforts to become project size.

Justification of Program and Performance

Bureau: Bureau of Land Management Activity: Fire Use and Management

Table VII Activity Summary, Bureau of Land Management (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	8,139	-52	0	8,087	-52
FTE	57	0	0	57	0

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Program◆

Lands and biological systems managed by the BLM are affected by natural disturbances, such as fire. One way to maintain the biodiversity of these lands is to use land management practices that mirror the natural disturbance regime to the extent that such practices assist in attaining land management goals. In order to accomplish these goals, information pertinent to the fire ecology of natural systems and fire effects must be incorporated into the establishment of biodiversity and ecosystem management objectives, plans, and activities.

The priority BLM Fire Use and Management accomplishments planned for 1995 are as follows:

- plan and execute a wildland fuel modification program consistent with land use and resource management plan objectives. The program includes both fuel reduction and fuel modification. Hazard fuels will be managed through the use of prescribed fire and other fuel treatment methods. Greenstripping maintains rangeland biodiversity by reducing the size of fires in areas subject to invasion by flammable exotic plants and limiting further encroachment of these undesired species

into area now dominated by native grass/shrub associations.

- continue to participate in the Departmental fire research effort that was established in 1992. This research will significantly increase our knowledge of fire effects, fuels management, and seasonal fire potential severity, enabling BLM to optimize fire management strategies as they relate to resource management.

Program Management

This activity provides program management funding for BLM personnel, in the 12 State Offices, 59 District Offices as well as the National Office, who are responsible for providing managerial leadership, program oversight, planning, and execution for the non-preparedness components of the BLM fire program. This includes professional and technical involvement in the prescribed fire, fire effects, fire behavior, resource management planning, fire ecology, smoke management, and greenstripping activities of the Bureau.

Fuels Management

Prescribed fires are utilized to reduce hazardous fuel accumulations in critical fire potential areas and to enhance land management objectives

through vegetative manipulation. BLM conducts an average of 600 prescribed fires per year resulting in over 59,000 treated acres. The fire management contribution to the planning and execution of these projects is funded from this activity.

Fire Research

In 1995, funding for all DOI fire research projects continues to be consolidated in the BLM portion of the Wildland Fire Management account, under Fire Use and Management, for ease of administration. The funding directed toward research totals \$1,320,000 for 1995. Research funding was consolidated in BLM to improve the management of research project funding to reflect the dynamic nature of the program. All research projects are evaluated and directed by the Department of the Interior Fire Coordination Council (IFCC). Lead bureaus are identified for each project. Financial administration is centralized in the BLM.

Bureau: Fish and Wildlife Service
Appropriation: Wildland Fire Management

Activity Summary

Table VIII Activity Summary, Fish and Wildlife Service (\$ 000s).

Activity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Preparedness	12,995	12,538	-196	0	12,342	-196
Fire Use and Man- agement	1,121	1,082	-10	0	1,072	-10
Total	14,116	13,620	-206	0	13,414	-206

¹ Please see the cross-walk table for a derivation of these budget levels.

Justification of Program and Performance

Bureau: Fish and Wildlife Service

Activity: Preparedness

Table IX Activity Summary, Fish and Wildlife Service (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	12,538	-196	0	12,342	-196
FTE	217	-5	0	212	-5

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Program◆

The Fish and Wildlife Service (FWS) preparedness activity includes activities related to general oversight responsibilities for an integrated fire program including readiness for the normal fire season. The majority of activities occur on the 510 refuges which comprise the largest share of the 92 million acre National Wildlife Refuge System (NWRS) (estimated 1995). Since 1985, 2.3 million acres has been added to the NWRS in the lower 48 states and Hawaii with anticipated growth estimated to be an additional one-half million acres by 1995. Land acquisitions coupled with declining budgets and inflation is causing a major strain on the fire program's ability to protect the resource and to provide needed support to meet ecosystem management workloads.

Preparedness funding supports permanent, career seasonal and temporary personnel who have direct involvement in the fire program and are not involved with general non-fire activities. Activities include overall fire related management and planning, and operational actions required at the field, regional and Washington office levels. Funding supports fair share contributions

for procurement, administrative needs, or covering interagency agreements, training, arduous duty physical examinations, purchase of approved capital equipment providing direct support to the fire program, aircraft contracts, limited renovation and maintenance cost for dedicated fire facilities (buildings) and other activities which provide direct support to the fire program.

Program Management and Readiness

Program management and Readiness under the Preparedness activity provides the basis for operation and management of the fire programs on refuges and hatcheries within the Service. Several key projects which are continuing include:

- Implementation of improvements to the fire planning process for development of the refuge fire management plans; these are key to being prepared to react to fire incidents and supplying resource management needs to refuges; and
- adaptation/development and implementation of FIREPRO the budgetary analysis which supports fire planning;

The planning process has been updated to include the recommendations from the Interagency

Fire Policy Review Team (1990), and FIREPRO is being adapted to provide the budgetary analysis to identify the initial attack preparedness levels, the prescribed burn workload, and training and staffing required at the refuge level. This analysis will identify the most efficient level of staffing and funding required to meet the fire use and fire preparedness workloads.

Justification of Program and Performance

Bureau: Fish and Wildlife Service Activity: Fire Use and Management

Table X Activity Summary, Fish and Wildlife Service (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	1,082	-10	0	1,072	-10
FTE	11	-2	0	9	-2

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Program◆

This activity did not exist in 1994, but was included within the Presuppression activity. The amount identified for the new activity is based on historical documentation of hazard reduction burning conducted over the last several years.

Program and Fuels Management

Fire is a critical ecosystem process in both the wetland and upland areas in NWRS. Burning for hazard reduction purposes or for resource purposes usually require different prescriptions but the results can benefit both purposes. In 1992 the Service conducted 760 prescribed fires, totaling 153,000 acres, in 1993 826 prescribed fires for 219,000 acres - more than any other bureau. Generally, the burns are not complex from an operational aspect but certain elements such as smoke impacts and urban interface cause the complexity to increase.

Fire use funding supports planning and implementing hazard reduction prescribed fire, including costs for personnel assigned specifically to the project, monitoring fire effects, evaluating

the results of the hazard fuel reduction projects, training, and procurement of capital equipment which is approved in the fire management plan and provides direct support to the fire program.

Bureau: National Park Service
Appropriation: Wildland Fire Management

Activity Summary

Table XI Activity Summary, National Park Service (\$ 000s).

Activity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Preparedness	12,093	11,729	-225	+191	11,695	-34
Fire Use and Man- agement	2,756	2,673	-77	+71	2,667	-6
Total	14,849	14,402	-302	+262	14,362	-40

¹ Please see the cross-walk table for a derivation of these budget levels.

Justification of Program and Performance

Bureau: National Park Service

Activity: Preparedness

Table XII Activity Summary, National Park Service (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	11,729	-225	+191	11,695	-34
FTE	247	-6	0	241	-6

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Program❖

Fire management in the national parks, monuments, preserves and historical sites requires a professional focus unique to the National Park Service (NPS). The public, and many special interest organizations, maintain high expectations for the NPS as caretaker of unique ecosystems such as the Everglades, special natural objects such as giant sequoia groves, and the nation's premier historic structures and archeological sites. That expectation includes the demand for national parks to be the showcase for America's ability to correctly suppress wildfires in these natural ecological areas and historic sites.

Preparedness provides the fundamental base structure for NPS prevention, preparedness and wildfire suppression activities. It provides for general program oversight and for the procurement, supervision, and deployment of wildfire suppression personnel and equipment according to the baseline needs of each park. This oversight and support are integral to the protection of natural and cultural resources, the visiting public, and the developed infrastructure in the parks from wildfire.

The organization of the NPS is extremely decentralized. The NPS encompasses 80 million acres in 10 regions and oversees 356 field units, of which 230 are in wildfire prone areas. A Washington Office staff and operational support staff at the National Interagency Fire Center (NIFC) at Boise, Idaho are the focal points for Servicewide preparedness.

The Preparedness Activity is divided into two program elements: Program Management and Readiness.

Program Management

Within this activity, a total of 105 permanent fire-dedicated positions are funded in 37 parks, 10 Regional Offices, the Washington Office and NIFC. These positions provide managerial program oversight, related support functions, and coordination of interagency fire management activities. Qualified and experienced personnel are mandatory for the successful application of fire management. Where possible, the NPS interfaces fire activities with other operational functions to maximize personnel efficiency and program cost-effectiveness, but complex park and regional programs, often involving a combination of wildfire suppression, management-ignited pre-

scribed fire and prescribed natural fire, must maintain fire-dedicated staff rather than assign fire responsibilities as a collateral duty.

National Oversight

National oversight activities include operational support for FIREPRO, the fire management planning and budget allocation system utilized by the NPS. FIREPRO utilizes custom software on a minicomputer to determine park and regional program needs for initial attack preparedness, prescribed fire monitoring, permanent staffing, hazard fuels reduction, training and equipment. Field offices enter information about fire occurrence, weather, fuel models, hazard fuels reduction projects and values at risk. Based on area-specific data on program workload, program complexity, and normal-year fire severity, the FIREPRO analysis determines appropriate staffing and funding levels for all parks and Regional Offices. This activity supports continued maintenance of existing custom software along with refinements and improvements to the system.

The Branch of Fire and Aviation Management also carries out field audits and program reviews for all FIREPRO parks on a predetermined schedule. These audits maintain program integrity and provide information on how well FIREPRO meets program needs.

The national office also provides interagency program coordination in Washington and at the NIFC. It maintains a centralized computer database to track fire overhead job qualifications for 5,000 personnel and to compile daily fire situation reports distributed to interagency coordination centers and to all levels of administration.

Funding is provided for a contracted computer systems support staff, and data communications links with 241 parks, 10 regional offices and other minicomputer and mainframe computer systems. The national office also funds the costs for all parks to link into the Weather Information Management System, through which they archive fire weather data. This service includes the cost

of satellite downlink for all Remote Automated Weather Stations.

National oversight also includes development of new training courses and fair share costs of interagency activities and the activities of the National Wildfire Coordinating Group, the Interior Fire Coordinating Committee and interagency wildfire prevention activities.

Regional Oversight

Regional oversight includes cost of direct oversight and support for park fire programs by Regional Fire Management Officers. Regional personnel conduct FIREPRO audits and program management reviews on a regular schedule. They also provide the majority of support for interagency fair share activities for wildfire suppression, including retardant bases, smokejumper bases, helicopter and other aircraft contracts, lookout towers and Interagency Area Coordination Centers.

Readiness

Readiness includes funding for all actions taken to prepare for the normal-year fire season (defined as the third highest fire occurrence level in a 10-year period of record). The length of the fire season varies from park to park, but is defined as the sum of 10-day periods in which a least 7 wildfires have occurred during the 10-year period of record.

Readiness involves hiring and training about 290 fire fighters required to suppress the normal-year wildfire load of 863 fires burning 179,000 acres. The NPS sends about 1,000 students to fire training courses each year. Readiness also involves inspecting and servicing 134 fire engines and numerous water trucks, pumps, chain saws, foam units, handtools and other standard equipment and fire cache supplies in 230 parks and 10 regions, providing arduous duty physicals for 2,200 fire personnel, maintaining NPS-owned fire vehicles, rental and mileage for additional vehicles during the fire season, and activating fire

lookout towers and weather stations. The NPS also contracts for 10 helicopters to provide aircraft support for initial attack operations.

Readiness for initial attack on wildfires is instrumental in preventing disaster wildfires and reducing total program costs. Fires successfully controlled during the first burning period often cost less than \$10,000 to suppress. The cost of suppressing larger fires can easily escalate into millions of dollars. The availability of trained, experienced and properly equipped initial attack forces during the first few minutes after wildfire discovery often determines whether wildfires become large and cause great resource damage or whether they remain small.

NPS fire management responsibilities require dedicated fire suppression personnel to assure that immediate availability for suppression actions is not compromised by other NPS obligations. Likewise, during wildfire actions, the NPS cannot always use personnel from other functions for fire assignments without temporarily eliminating or curtailing those functions and visitor access.

Readiness includes the cyclical replacement and new purchase of major capitalized fire equipment, such as fire engines, slip-on pumpers, weather stations, and portable pumps. These purchases are necessary to maintain the current 94 percent success rate for NPS initial as well as extended attack response for the 6 percent of wildfires that escape initial attack. Much of this equipment is very specialized or custom designed, and must be of superior quality to assure dependability under adverse conditions.

❖1995 Activity Increase❖

Table XIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	11,695	+191
FTE	241	0

The 1995 Budget Request is \$11,695,000, and includes an increase of \$191,000. This increase covers part of the cost of converting 34 temporary positions to permanent status, as mandated by OPM regulations.

Justification of Program and Performance

Bureau: National Park Service Activity: Fire Use and Management

Table XIV Activity Summary, National Park Service (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	2,673	-77	+71	2,667	-6
FTE	85	-5	0	80	-5

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Program◆

Aggressive management-ignited prescribed fire and prescribed natural fire programs have been essential elements of many park fire management programs for up to 25 years. These programs support natural resource management goals by restoring and maintaining the natural influence of fire in ecosystems, cultural resource management goals by restoring and maintaining historic scenes, and park protection goals by reducing hazardous fuel accumulations that threaten natural and cultural resources and public safety.

Fire Use and Management is divided into two program elements: Program Management and Fuels Management

Program Management and Support

Within this element, a total of 10 permanent positions are funded in 6 parks and 2 regional offices. These positions provide managerial program oversight, related support functions, and coordination with interagency fire management activities. The safe and proper application of prescribed fire requires specialized knowledge of fire behavior, fire effects and fire ecology. In many parks, the NPS relies on interdisciplinary

fire-dedicated personnel to oversee both wildland fire and prescribed fire, but parks with large, complex prescribed fire programs require prescribed fire specialists.

Prescribed Natural Fire Management

Prescribed natural fires are lightning-ignited fires that are allowed to burn within certain zones under prescribed burning conditions. These fires maintain the natural influence of fire in ecosystems that are adapted to and dependent upon recurring fire to sustain plant and animal habitats. The NPS manages 153 prescribed natural fires burning 53,000 acres in a normal year (third highest occurrence in a 10-year period). Program management policy requires daily on-site monitoring of most of these fires in order to provide adequate information for line manager decisions on whether to allow the fires to continue burning. This monitoring is also essential for compliance with interagency preparedness plans that are used to determine whether new or existing prescribed natural fires can be allowed to continue based on the availability of standby suppression resources. The NPS employs 44 temporary personnel in 12 parks as prescribed natural fire monitors.

Fire Effects Monitoring

This element also includes long-term monitoring of the effects of management-ignited prescribed fires on vegetative communities in order to assess whether burns are achieving program goals and objectives for fuels and ecosystem management. This monitoring must be carried out over several years in order to accurately assess long-term vegetative change. At present, 14 parks within Western Region, 1 park in the Southwest Region, and 1 park in the Rocky Mountain Region are participating in this program. The NPS employs 15 temporary personnel in fire effects monitoring.

This element also includes essential training for prescribed natural fire monitoring and fire effects monitoring, and the purchase of capitalized equipment necessary for successful program implementation.

Fuels Management

Management-ignited prescribed fires (MIPF) are used to restore and maintain natural ecosystems, to protect cultural resources, maintain historic scenes, and to reduce hazardous fuels that could, if ignited under unfavorable conditions, produce catastrophic wildfires with great loss of life and property. The NPS funds approximately 128 management-ignited prescribed fires in 59 parks each year. These projects treat an average of 41,900 acres annually.

Hazardous fuels are those fuels whose proximity places structures, developments, visitors use areas and other values at unacceptable risk from wildfire. Often, unnaturally large accumulations of fuels exist due to past fire suppression activities or storm damage. In order to reduce these fuels with prescribed fire, the NPS employs about 60 temporary personnel each year.

This element includes the purchase of capitalized equipment and training necessary to successfully implement the program.

❖1995 Activity Increase❖

Table XV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	2,667	+71
FTE	80	0

The 1995 Budget Request is \$2,667,000, and includes an increase of \$71,000. This increase covers part of the cost of converting 12 temporary positions to permanent status, as mandated by OPM regulations.

Bureau: Bureau of Indian Affairs Appropriation: Wildland Fire Management

Activity Summary

Table XVI Activity Summary, Bureau of Indian Affairs (\$ 000s).

Activity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Preparedness	24,356	24,315	-432	0	23,883	-432
Fire Use and Man- agement	301	300	-5	0	295	-5
Total	24,657	24,615	-437	0	24,178	-437

¹ Please see the cross-walk table for a derivation of these budget levels.

❖Bureau Program Overview❖

The Wildland Fire Management program of the Bureau of Indian Affairs (BIA) involves Fire Preparedness and Fire Use & Management activities as described below and provides services for approximately 60 million acres of Native American trust lands and associated non-trust lands.

For 1995, the Bureau intends to continue its tradition of aggressive fire suppression on lands held in trust for the Indian people and to carry out these responsibilities cooperatively with other federal and state fire agencies to achieve the most cost effective use of available public funds. The Bureau is in the final stages of identifying its Most Efficient Level (MEL) of fire funding through the National Fire Management Analysis System (NFMAS) which will allow it to join the U.S. Forest Service and the Bureau of Land Management in a common approach to program needs identification. The results of this effort will be incorporated in the 1996 request to the

Department. The Bureau will continue to update and refine this initial analysis every two to three years to reflect changing conditions and ongoing reorganization.

During 1995, the Bureau will review the results of the Departmental strategic planning effort for the fire programs and incorporate the goals and objectives developed in that process into its own strategic plan for fire management to produce an action plan for future management and growth in the Bureau's Wildland Fire Management program.

Preparedness

All activities related to general fire program oversight and to the procurement, supervision, and deployment of wildfire suppression personnel and equipment. Includes salaries, benefits and support costs for all permanent and temporary personnel at the national, regional and field levels primarily involved in preparedness planning and operations as provided for by bureau regulations or policy.

Fire Use & Management

Activities related to the application of fire as a land and resource management tool. Includes salaries, benefits and support costs for permanent and temporary personnel at the national, regional and field levels who are primarily involved in prescribed fire and fuels management and fire-funded non-biological research as provided for by bureau regulations or policy. Includes planning, preparation, execution and evaluation costs for hazard fuels reduction projects and ecosystem maintenance burning projects.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs

Activity: Preparedness

Table XVII Activity Summary, Bureau of Indian Affairs (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	24,315	-432	0	23,883	-432
FTE	476	-15	0	461	-15

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Program◆

The BIA employs between 1,000 and 1,500 less-than-full-time employees annually to provide for the day-to-day levels of readiness needed to protect Indian lands from wildfire. In addition, the bureau trains and manages approximately 200 Native American firefighting crews employed throughout the country by other firefighting agencies. Each crew includes 20 people. Employment on these crews provides a significant source of income for Indian people and the program is considered very important by tribal governments.

Many smaller field sites receive their fire protection through contractual arrangements with cooperating local, state and federal agencies as a more cost effective approach toward meeting the BIA's trust responsibilities for Indian land. Fifteen agencies are completely protected under this arrangement, and numerous others receive partial protection through contracts. Cooperative agreements and contracts with nineteen different tribes for part or all of the fire protection of their own lands are also funded under this category and the number is not expected to increase significantly in 1995.

The bureau provides wildland fire protection for a total of 59.6 million acres of trust lands. Of that total, 6.4 million acres are classified as commercial forest, 8.3 million acres as woodlands, and 44.9 million acres as non-forest lands.

The Preparedness activity is broken down into the following program elements:

Program Management

Includes salaries, benefits and support costs for permanent, WAE, seasonal and temporary personnel with general oversight responsibilities for an integrated fire program, or specific responsibilities for programs limited to fire suppression activities. Support costs include travel, relocation expenses, fair share contributions for activities such as overall program planning and direction, utilities, information resources management, supplies, administrative support for personnel, procurement, budget preparation and execution, communications and vehicle availability.

Other program management activities include bureau-specific studies and investigations, operational research, equipment and technology development and transfer; interagency funded initiatives supported by interagency agreements, such

as NIFC, NWCG, IFCC, AFS, Area Coordination Centers, local interagency dispatch centers, aircraft contracts and bases, and smokejumper bases; fire preparedness-related capital equipment and training.

Readiness

Includes salaries, benefits and support costs for permanent, WAE, seasonal and temporary personnel at all levels involved in preparedness operations targeted for normal-year fire seasons. Includes fire fighters employed during normal-year fire seasons along with their immediate supervisors if those supervisors are not involved with general administrative activities. Support costs include travel, utilities, supplies, communications, vehicle availability, aircraft availability guarantees, arduous duty physical examinations for all personnel available for firefighting, and personal protective equipment.

Includes readiness-related capital equipment purchases and training. Also includes minor renovation and maintenance of fire-program dedicated facilities, limited to not more than \$10,000 per structure.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs Activity: Fire Use and Management

Table XVIII Activity Summary, Bureau of Indian Affairs (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	300	-5	0	295	-5
FTE	6	-1	0	5	-1

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Program❖

The Bureau has long been a technical leader in the application of fire to meet resource management objectives. The Fire Management program continues to focus on hazard fuels as a cost effective tool in controlling overall protection costs. Fuel levels which create hazards to resources, structures, facilities, or adjacent lands are reduced in accordance with fire management plans using prescribed fires, mechanical, or other means. The Bureau wishes to continue its active use of fire as a management tool during FY 1995 subject to tribal approval and availability of adequate funding. During 1993, the Bureau recorded 130 prescribed fires which treated approximately 14,300 acres.

The Fire Use & Management activity is broken down into the following program elements:

Program Management

Includes salaries, benefits and support costs for permanent, WAE, seasonal and temporary personnel with general oversight responsibilities for prescribed fire and fuels management, or specific

responsibilities for long-term fire effects monitoring not tied to specific projects.

Includes salaries and benefits for permanent and temporary personnel employed to manage prescribed natural fires by monitoring, performing holding actions and preparing documentation. Also includes basic support costs for monitoring and management personnel, such as vehicle rental, supplies and equipment. Does not include the operational costs of managing each prescribed natural fire event.

Support costs include travel; relocation expenses; fair share contributions for activities such as overall program planning and direction; utilities; information resources management; supplies; administrative support for personnel, procurement, budget preparation and execution; communications and vehicle availability. Also includes program management related capital equipment purchases and training.

Fuels Management

Includes all costs associated with planning and implementing hazardous fuel reduction projects through the use of management-ignited pre-

scribed fire, mechanical, or other approved methods. These costs include salaries and benefits for permanent and temporary personnel employed specifically for the projects, overtime pay, equipment rental or purchase, supplies, aircraft flight hour charges and contracts. Includes salaries, benefits and support costs for monitoring fire effects and evaluating the results of the hazard fuel reduction projects. Also includes fuels management related capital equipment purchases and training. Fuels management projects necessitated by actions of other land management activities such as timber harvesting will be funded by the activity generating the fuels problem.

Includes costs associated with implementing management-ignited prescribed fire projects whose purpose is to maintain the natural influence of fire on ecosystems. These costs include salaries and benefits for personnel employed specifically for the projects, overtime pay, equipment rental or purchase, supplies, aircraft flight hour charges and contracts. Includes personnel costs for project planning oversight not included in general program administration. Includes salaries, benefits and support costs for monitoring fire effects and evaluating the results of ecosystem maintenance burning.

Bureau: Office of the Secretary
Appropriation: Wildland Fire Management

Activity Summary

Table XIX Activity Summary, Office of the Secretary (\$ 000s).

Activity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Preparedness	0	0	0	0	0	0
Fire Use and Man- agement	0	174	-2	0	172	-2
Total	0	174	-2	0	172	-2

¹ Please see the cross-walk table for a derivation of these budget levels.

Justification of Program and Performance

Bureau: Office of the Secretary

Activity: Fire Use and Management

Table XX Activity Summary, Office of the Secretary (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	174	-2	0	172	-2
FTE	2	0	0	2	0

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Program❖

The 1995 program for the Office of the Secretary provides funding for the Departmental Fire Program Coordinator function. This function was established in late 1992 in the Office of the Assistant Secretary, Policy, Management and Budget, following a Department-wide study of issues related to fire program and budget coordination, liaison, and representation within the Department. One principal conclusion of the study was the recommendation to the Secretary to establish a Department-level position to provide overall program coordination and direction for fire management programs, including long range planning, budget strategy, oversight and evaluation, liaison within and outside of the department, and representation of fire management programs to Departmental and outside officials and organizations.

Beginning in late 1992, the position of Departmental Fire Program Coordinator was filled and funded through an interagency agreement with the Bureau of Land Management, on behalf of all four bureau fire management programs in the Department. This arrangement continued in 1993, with each bureau contributing support in propor-

tion to the size of its share of the overall Fire Protection appropriation. In FY 1994, separate allocation was provided to the Office of the Secretary for the Departmental Fire Program Coordinator function.

In 1995, the Coordinator will continue with long range program planning, coordination of budget strategy, review and presentation, general program coordination and liaison, and coordination of fire season briefings for Departmental policy officials. As part of these duties the Coordinator will be assisting the Interior Fire Coordinating Committee composed of the bureau fire directors with special projects and supporting FWS and BIA in implementing improved program and budget planning systems.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Wildland Fire Management

Identification code: 14-1119-0-1-302		1994 Enacted		Uncontrollable Related Changes		Programmatic Changes		1995 Request	
		FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct obligations:									
Personnel compensation:									
11.1	Full-time permanent.....		35,700		-1150				34,550
11.3	Other than full-time permanent.....		15,586		-502				15,084
11.5	Other personnel compensation.....		2,072		-67				2,005
11.8	Special personal services payments.....		143		-5				138
11.9	Total personnel compensation.....	2,028	53,501	-64	(1,724)		0	1964	51,777
12.1	Civilian personnel benefits.....		12,089				-389		11,700
21.0	Travel and transportation of persons.....		3,400		-200				3,200
22.0	Transportation of things.....		3,000						3,000
23.1	Rental Payments to GSA.....		140						140
23.2	Rental payment to others.....		245						245
23.3	Communications, utilities, and miscellaneous charges.....		1,415		-13		-2		1,400
24.0	Printing and reproduction.....		150						150
25.2	Other services.....		24,153				53		24,206
26.0	Supplies and materials.....		7,300				500		7,800
31.0	Equipment.....		9,700				100		9,800
32.0	Land and structures.....		1,000						1,000
41.0	Grants, subsidies, and contributions.....		1,000						1,000
42.0	Insurance claims and indemnities.....		50						50
99.0	Subtotal, direct obligations.....	2,028	117,143		(1,937)		262	1964	115,468

Identification code: 14-1119-0-1-302		1994 Enacted		Uncontrollable Changes		Programmatic Changes		1995 Request	
		FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Reimbursable obligations:									
Personnel compensation:									
11.1	Full-time permanent.....		942				98		1,040
11.3	Other than full-time permanent.....		140				20		160
11.5	Other personnel compensation.....		90				15		105
11.8	Special personal services payments.....		40				5		45
11.9	Total personnel compensation.....	36	1,212		0		138	36	1,350
12.1	Civilian personnel benefits.....		397				33		430
21.0	Travel and transportation of persons.....		270				-10		260
22.0	Transportation of things.....		135						135
23.1	Rental payments to GSA.....		---						---
23.2	Rental payments to others.....		---						---
23.3	Communications, utilities, and miscellaneous charges.....		50				20		70
24.0	Printing and reproduction.....		45						45
25.2	Other services.....		500				-81		419
26.0	Supplies and materials.....		2,241				-100		2,141
31.0	Equipment.....		150						150
32.0	Land and structures.....		---						---
41.0	Grants, subsidies, and contributions.....		---						---
42.0	Insurance claims and indemnities.....		---						---
99.0	Reimbursable obligations.....	36	5,000		0		0	36	5,000
99.9	Total obligations.....	2,064	122,143		(1,937)		262	2000	120,468

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Program and Financing (in thousands of dollars)

Identification code: 14-1119-0-1-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Fire Management and Presuppression.....	0	0	0
00.02 Preparedness.....	114,312	121,394	103,175
00.03 Fire Use and Management.....	14,129	12,368	12,293
00.91 Total direct program.....	128,441	133,762	115,468
01.01 Reimbursable program.....	5,634	5,000	5,000
10.00 Total obligations.....	134,075	138,762	120,468
Financing:			
17.00 Recovery of prior year obligations.....	(6,311)	---	---
21.40 Unobligated balance available, start of year.....	(20,453)	(16,619)	---
24.40 Unobligated balance available, end of year.....	16,619	---	---
39.00 Budget authority (gross).....	123,930	122,143	120,468
Budget Authority			
40.00 Appropriation.....	118,296	117,143	115,468
43.00 Appropriation, (total).....	118,296	117,143	115,468
68.00 Spending authority from offsetting collections (new).....	5,634	5,000	5,000
Relation of obligations to outlays:			
71.00 Total obligations.....	134,075	138,762	120,468
72.40 Obligated balance, start of year.....	23,942	26,562	24,429
74.40 Obligated balance, end of year.....	(26,562)	(24,429)	(24,094)
78.00 Adjustments in unexpired accounts.....	(6,311)	---	---
87.00 Outlays (gross).....	125,144	140,895	120,803
88.00 Deductions for offsetting collections: Federal funds..	(5,634)	(5,000)	(5,000)
89.00 Budget authority (net).....	118,296	117,143	115,468
90.00 Outlays (net).....	119,510	135,895	115,803

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Object Classification (in thousands of dollars)

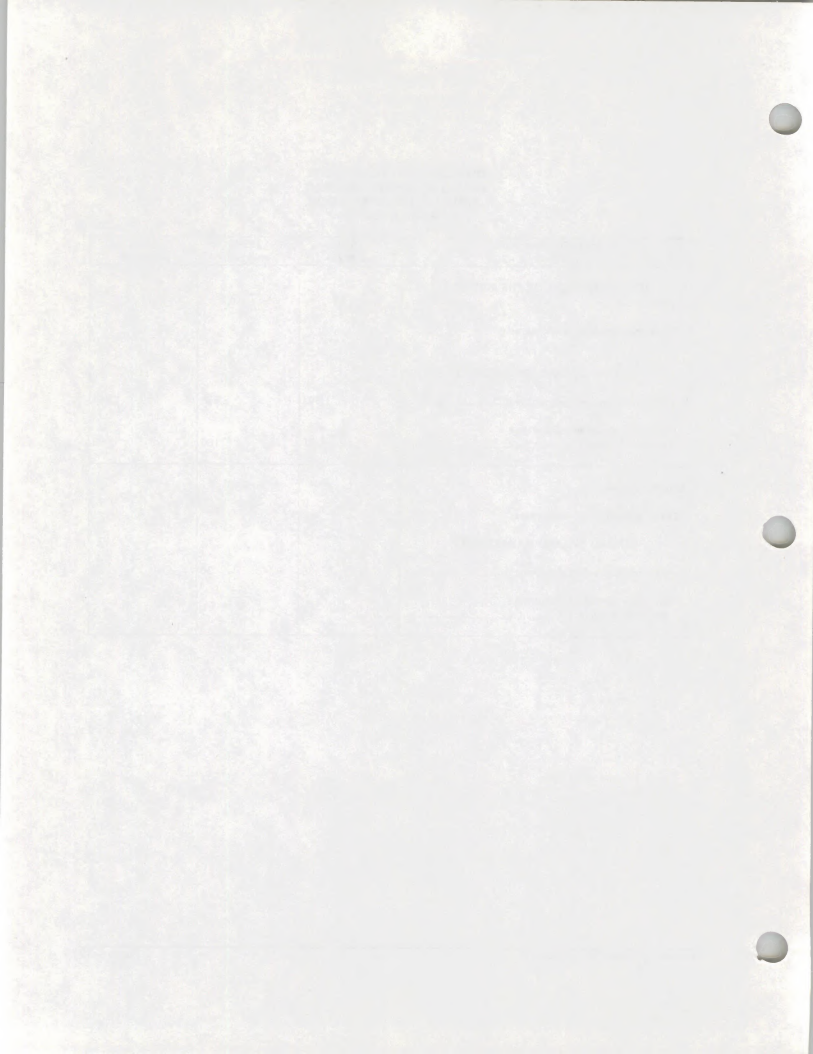
Identification code: 14-1119-0-1-302	1993 actual	1994 enacted	1995 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	34,763	35,700	34,550
11.3 Other than full-time permanent.....	15,177	15,586	15,084
11.5 Other personnel compensation.....	2,018	2,072	2,005
11.8 Special personal services payments.....	139	143	138
11.9 Total personnel compensation.....	52,097	53,501	51,777
12.1 Civilian personnel benefits.....	12,064	12,089	11,700
21.0 Travel and transportation of persons.....	3,428	3,400	3,200
22.0 Transportation of things.....	3,396	3,000	3,000
23.1 Rental Payments to GSA.....	137	140	140
23.2 Rental payment to others.....	240	245	245
23.3 Communications, utilities, and miscellaneous charges.....	1,927	1,415	1,400
24.0 Printing and reproduction.....	172	150	150
25.2 Other services.....	31,971	40,772	24,206
26.0 Supplies and materials.....	8,371	7,300	7,800
31.0 Equipment.....	11,307	9,700	9,800
32.0 Land and structures.....	759	1,000	1,000
41.0 Grants, subsidies, and contributions.....	2,521	1,000	1,000
42.0 Insurance claims and indemnities.....	51	50	50
99.0 Subtotal, direct obligations.....	128,441	133,762	115,468

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Object Classification (in thousands of dollars)

Identification code: 14-1119-0-1-302	1993 actual	1994 enacted	1995 estimate
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	770	942	1,040
11.3 Other than full-time permanent.....	195	140	160
11.5 Other personnel compensation.....	442	90	105
11.8 Special personal services payments.....	42	40	45
11.9 Total personnel compensation.....	1,449	1,212	1,350
12.1 Civilian personnel benefits.....	297	397	430
21.0 Travel and transportation of persons.....	305	270	260
22.0 Transportation of things.....	260	135	135
23.1 Rental payments to GSA.....	---	---	---
23.2 Rental payments to others.....	---	---	---
23.3 Communications, utilities, and miscellaneous charges	95	50	70
24.0 Printing and reproduction.....	9	45	45
25.2 Other services.....	486	500	419
26.0 Supplies and materials.....	2,416	2,241	2,141
31.0 Equipment.....	310	150	150
32.0 Land and structures.....	---	---	---
41.0 Grants, subsidies, and contributions.....	6	---	---
42.0 Insurance claims and indemnities.....	1	---	---
99.0 Reimbursable obligations.....	5,634	5,000	5,000
99.9 Total obligations.....	134,075	138,762	120,468

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Personnel Summary

Identification code: 14-1119-0-1-302	1993 actual	1994 enacted	1995 estimate
U.S. DEPARTMENT OF THE INTERIOR			
Direct:			
Total compensable workyears:			
BUREAU OF LAND MANAGEMENT			
Full-time equivalent employment.....	1,993	2,028	1,964
Full-time equivalent of overtime and holiday hours.....	21	100	96
Reimbursable:			
Total compensable workyears:			
BUREAU OF LAND MANAGEMENT			
Full-time equivalent employment.....	36	36	36
Full-time equivalent of overtime and holiday hours.....	12	7	8



**Appropriation: [Emergency] Department of the Interior
[Firefighting Fund] Wildland Fire Operations**

Appropriation Language Sheet

For emergency rehabilitation, severity presuppression, and wildfire [suppression activities] operations of the Department of the Interior, [\$116,674,000] \$121,176,000, to remain available until expended: Provided, That such funds also are available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: Provided further, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation, Provided further, That only amounts for emergency rehabilitation and wildfire [suppression activities] operations that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to §251(b)(2)(d) of the Balanced Budget and Emergency Deficit Control Act of 1985.

(Department of the Interior and Related Agencies Appropriation Act, 1994.)

Justification Of Proposed Language Change

1. Deletion: [Emergency]

This language is deleted because it implies that all fires are emergencies. It conveys the message that the fire program and the Department cannot adequately budget and plan for fire suppression. This appropriation also provides funding for rehabilitation and increased severity preparedness.

2. Deletion: [Firefighting Fund]

This language is deleted because other activities in addition to firefighting are also funded by this appropriation. This appropriation also provides funds for rehabilitation and severity preparedness.

3. Addition: *Wildland Fire Operations*

This language reflects the programmatic aspect of this appropriation, which is to suppress fires, provide for increased severity preparedness, and to provide for rehabilitation on burned over lands.

4. Deletion: [suppression activities]

This language is deleted because it implies a single focus of activities.

5. Addition: *operations*

This language more accurately describes the Department's use of funds to suppress fires caused by natural ignition and prescribed natural fires, to provide for increased severity preparedness, and to provide for rehabilitation of burned over lands.

Appropriation Language Citations

For emergency rehabilitation, severity presuppression, and wildfire [suppression activities] operations of the Department of the Interior, [\$116,674,000] \$121,176,000, to remain available until expended: Provided, That such funds also are available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: Provided further, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation, Provided further, That only amounts for emergency rehabilitation and wildfire [suppression activities] operations that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to §251(b)(2)(d) of the Balanced Budget and Emergency Deficit Control Act of 1985.

The Department of the Interior and Related Agencies Appropriation Act for 1993 (P.L. 102-381) authorized the various provisions for the Emergency Department of the Interior Firefighting Fund.

◆Program Authorizations◆

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction,

wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971 (P.L. 92-203), as amended by the *Alaska National Interest Lands Conservation Act of 1980* (P.L. 96-187) (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of Public Lands and resources from destruction by fire.

Section 102 of the General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the Public Lands and for the emergency rehabilitation of burned lands.

Summary of Requirements
(dollars in thousands)

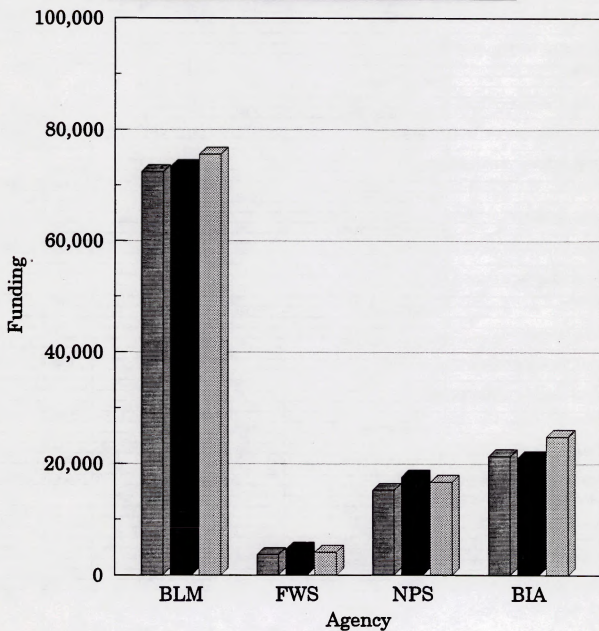
Appropriation: DOI Wildland Fire Operations

	FTE	Amount
President's Budget, 1994	0	116,674
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	4,502
Total Requirements (1995 Request)	0	121,176

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Wildfire Suppression	0	105,886	0	109,886	0	0	4,446	0	114,332	0	4,446	
Emergency Rehabilitation	0	6,788	0	6,788	0	0	56	0	6,844	0	56	
TOTAL APPROPRIATION	0	112,674	0	116,674	0	0	4,502	0	121,176	0	4,502	

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

DOI Wildland Fire Operations By DOI Bureau Dollars in Thousands



93 Enacted 94 Enacted to Date 95 Request

Department of the Interior Wildland Fire Operations Crosswalk Table

New Accounts	Old Subactivity or Portions Thereof	1994 Enacted To Date (\$000s)	1994 Subtotals (\$000s)	1995 Program Changes	1995 Uncontrols Changes	1995 Request (\$000s)	Difference 1994 - 1995 (\$000s)
DOI WILDLAND FIRE OPERATIONS (DOI)							
Operations	Wildfire Suppression	109,888	109,888	4,446	0	114,332	4,446
Emergency Rehabilitation	Emergency Rehabilitation	6,788	6,788	56	0	6,844	56
TOTAL, DOI WILDLAND FIRE OPERATIONS (DOI)			116,674	4,446	0	121,176	4,502
DOI WILDLAND FIRE OPERATIONS (BLM)							
Operations	Wildfire Suppression	68,565	68,565	2,207		70,772	2,207
Emergency Rehabilitation	Emergency Rehabilitation	4,788	4,788			4,788	0
TOTAL, DOI WILDLAND FIRE OPERATIONS (BLM)			73,353	2,207	0	75,560	2,207
DOI WILDLAND FIRE OPERATIONS (FWS)							
Operations	Wildfire Suppression	4,626	4,626	(644)		3,982	(644)
Emergency Rehabilitation	Emergency Rehabilitation	48	48	52		100	52
TOTAL, DOI WILDLAND FIRE OPERATIONS (FWS)			4,674	(644)	0	4,082	(592)
DOI WILDLAND FIRE OPERATIONS (NPS)							
Operations	Wildfire Suppression	17,127	17,127	(926)		16,201	(926)
Emergency Rehabilitation	Emergency Rehabilitation	487	487	4		491	4
TOTAL, DOI WILDLAND FIRE OPERATIONS (NPS)			17,614	(926)	0	16,692	(922)
DOI WILDLAND FIRE OPERATIONS (BIA)							
Operations	Wildfire Suppression	19,568	19,568	3,809		23,377	3,809
Emergency Rehabilitation	Emergency Rehabilitation	1,465	1,465			1,465	0
TOTAL, DOI WILDLAND FIRE OPERATIONS (BIA)			21,033	3,809	0	24,842	3,809
DOI WILDLAND FIRE OPERATIONS (OS)							
Operations	Wildfire Suppression	0	0			0	0
Emergency Rehabilitation	Emergency Rehabilitation	0	0			0	0
TOTAL, DOI WILDLAND FIRE OPERATIONS (OS)			0	0	0	0	0

Appropriation Summary

Appropriation: Department of the Interior Wildland Fire Operations

Table I Activity Summary, Department of Interior (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Operations	109,886	0	+4,446	114,332	+4,446
Emergency Rehabilitation	6,788	0	+56	6,844	+56
<i>Total</i>	<i>116,674</i>	<i>0</i>	<i>+4,502</i>	<i>121,176</i>	<i>+4,502</i>

Table II Summary by Bureau (\$ 000s).

Bureau	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Bureau of Land Management	73,353	0	+2,207	75,560	+2,207
Fish and Wildlife Service	4,674	0	-592	4,082	-592
National Park Service	17,614	0	-922	16,692	-922
Bureau of Indian Affairs	21,033	0	+3,809	24,842	+3,809
Office of the Secretary	0	0	0	0	0
<i>Total</i>	<i>116,674</i>	<i>0</i>	<i>+4,502</i>	<i>121,176</i>	<i>+4,502</i>

Appropriation Overview

❖Authorizations❖

Please see the *Appropriations Language* citations section for basic program statutory authority.

❖Objectives❖

The objectives of Department of the Interior Wildland Fire Operations are to:

- suppress wildfires occurring on or threatening DOI managed or protected lands in order to protect natural resources to preserve their capability to contribute to the natural resource, social and economic objectives of the Nation;
- give highest priority to preventing the disaster fire situation in which wildfire caused damages are of such magnitude that they adversely affect the management objectives or socioeconomic conditions of an area;
- consider wildfires that threaten life, structures, or significant natural resource values, as emergencies whose suppression will be given priority over other Departmental programs;
- conduct wildland fire programs in a manner consistent with bureau land use and management plan objectives; and
- administer the prescribed and wildfire programs while ensuring compliance with the legal authorities under which the Department operates.

This appropriation includes funding for the operations aspects of the DOI Wildland Fire Operations and burned land rehabilitation programs in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM

and are made available by allocation to the other three bureaus.

Prior to 1990, minimal funding for the firefighting program was provided in the annual appropriations act. In order to fund the costs of emergency operations such as fire suppression and emergency rehabilitation, emergency transfers were made under the authority of §102 in the annual Interior Appropriations Acts to provide the bulk of the funding. Repayment of these transfers was accomplished through subsequent supplemental appropriations or through funds included in the next year's appropriations act. In 1990, the "Firefighting" account was established to provide a more stable source of funds for the DOI's fire programs, including both non-emergency, predictable costs (now called Wildland Fire Management) and emergency operations costs (now called DOI Wildland Fire Operations).

Beginning in 1992, the suppression operations portion of the Department's fire program was separated from the wildland fire management (non-emergency) portion and funded through this separate appropriation in order to distinguish between the suppression operations and non-emergency aspects of the program.

The 1995 request for DOI Wildland Fire Operations appropriation is based on the annual average of emergency fire obligations incurred for the prior 10 years (1984-1993), updated for inflation based on the economic assumptions in the 1995 President's Budget. Under the terms of the 1994 Interior Appropriations Act language and Administration policy, amounts needed in excess of this request are deemed to be "emergency requirements" and would not be subject to the caps in the Budget Enforcement Act.

In 1993 the President proposed and Congress provided an additional contingency portion of this appropriation. This contingency amount of \$51,200,000 remains available for expenditure. These funds would be available for use only if the

Congress annually appropriates the ten-year average level for emergency operations and only if the President notifies Congress of his designation of any or all of these amounts as emergency requirements under the Balanced Budget and Deficit Control Act of 1985.

General descriptions of the program activities follows. More detailed program descriptions of each activity are included in the individual bureau descriptions.

◆1995 Program◆

Operations

Covers costs of emergency or extraordinary preparedness measures and costs directly tied to suppressing active wildfire incidents. Emergency or extraordinary preparedness includes costs of escalated preparedness as defined in the bureaus' pre-established step-up plans tied to very high or extreme fire danger or abnormal fire seasons. Costs of suppressing active wildfire incidents include the extraordinary costs (overtime, hazard pay, etc.) of fire line, command, and support personnel, all wages of direct hire Emergency Fire Fighter (EFF) personnel, costs of fire suppression aircraft flight operations and ramp support, logistical services costs for all employees assigned to the fire incident, fire suppression supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, the directly associated suppression incident administrative support (such as payroll, on-site purchasing, etc.), and the immediate measures to correct damages resulting from actions taken to suppress fires. All charges in this activity must be made to a specific fire incident number for tracking purposes.

Emergency Rehabilitation

Covers costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by actions taken to suppress fires. Includes such

costs as reseedling to prevent immediate wind or water erosion and to prevent establishment of undesirable vegetative species, fencing of areas to prevent animals or humans from entering sensitive areas, and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire shall not exceed three (3) years or two (2) full growing seasons. Costs of restoring burned areas to productivity are to be funded from resource programs in bureau operating accounts. All charges in this activity must be made to an incident or project number.

The funding level for emergency rehabilitation is increased slightly based on historical expenditures. Should additional funds be necessary, shifts will be made from the Wildfire Suppression activity, by use of §102 Authority, or by request for use of emergency contingency funds.

Emergency Contingency

The 1993 Interior Department Appropriations Act included \$51,200,00 as a one-time emergency contingency to be available only upon exhaustion of funds appropriated for wildfire suppression. These contingency funds will continue to be available in 1995 if not used in 1994. This contingency amount covers additional emergency cost should the funds appropriated for wildfire suppression and emergency rehabilitation be inadequate. These funds are available for expenditure only (1) if the Congress appropriates funds for wildfire suppression and emergency rehabilitation based on the adjusted ten-year average of emergency costs, and (2) if all funds otherwise available for emergency operations have been obligated. Under the terms of the Budget Enforcement Act, use of the emergency contingency fund constitutes an "emergency appropriation," not subject to the Budget Enforcement Act caps, if the President so declares it. Use of these funds is subject to the same restrictions and parameters as described for wildfire suppression and emergency rehabilitation.

The Emergency Contingency amount is not viewed as budget authority, since it is not available until allocated by the President.

◆1995 Program Increase◆

Table III 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	121,176	+4,502
FTE	0	0

The 1995 Budget Request is \$121,176,000, a program increase of \$4,502,000. The increase will provide a total wildfire suppression level which equals the average annual cost of suppression for the period of the last 10 years, adjusted for inflation. Changes are summarized here and in the detailed bureau presentations that follow.

Operations: (+\$4,446,000)

The 1995 Budget Request for Wildfire Operations is based on an analysis of the actual suppression costs for each Interior bureau for a period of the last 10 years (1984-1993). Under the individual bureau budget structures in that period, funding was not appropriated, nor uniformly accounted for, specifically by the category of "emergency operations." However, the Department and the bureaus have estimated costs for each bureau for each year during that period. Those estimates were then adjusted to 1995 dollars using the 1995 President's Budget economic assumptions.

Emergency Rehabilitation: (+\$56,000)

An adjustment of +\$56,000 is proposed for the Emergency Rehabilitation account to allow for an increase in average expenditures in the account.

The 1995 President's Budget continues to include §102 in the General Provisions for the Depart-

ment of the Interior which provides the Secretary of the Interior with authority to make transfers of no-year funds to cover certain specified emergencies, including firefighting and emergency rehabilitation. If the 1995 level based on the 10-year average is not sufficient to cover actual emergency operations costs in 1995, either the authority provided in §102 could be used by the Secretary to make transfers of funds to cover the additional emergency firefighting costs or the Secretary could request the President to designate "emergency requirements" to allow use of the \$51,200,000 emergency contingency fund appropriated in 1993.

The following justifications describe the programs and changes from the 1994 Enacted Level for each of the four bureaus in a separate narrative arrayed according to the standard budget structure. The programs are described in the following order: Bureau of Land Management, Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs.

Bureau: Bureau of Land Management

Activity Summary

Table IV Activity Summary, Bureau of Land Management (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Operations	68,565	0	+2,207	70,772	+2,207
Emergency Rehabilitation	4,788	0	0	4,788	0
<i>Total</i>	<i>73,353</i>	<i>0</i>	<i>+2,207</i>	<i>75,560</i>	<i>+2,207</i>

Justification of Program and Performance

Bureau: Bureau of Land Management Activity: Operations

Table V Activity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	68,565	0	+2,207	70,772	+2,207
FTE	0	0	0	0	0

❖1995 Program❖

The Operations program includes the costs of all actions directly associated with the suppression of a specific wildfire incident, except for the cost of normal work week (first 40 hours) pay for permanent, career seasonal, and temporary seasonal firefighter, fire command, and support personnel.

These costs include: flight time for aircraft; housing, feeding, and logistical services for all employees assigned to the fire incident; fire-fighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistical support. Extraordinary pay (overtime, hazard pay, etc.) of BLM permanent and temporary firefighters, and fire command and support employees assigned to an active fire incident is also charged to this program. The full cost of pay to BLM non-fire management employees and to all Emergency Fire Fighters (EFFs) hired under direct hire authority assigned to the fire incident are also charged to this activity.

All charges against this activity's funds must be coded to a specific incident number. Costs against the incident number begin when the first report of a fire is received and end when the equipment is returned to a state of readiness.

Actual operations costs have varied significantly with the severity of any given year's fire occurrences. During more severe years, such as those with drought, greater than average wind velocities, or above normal lightning, suppression costs can increase dramatically.

Also included in this activity are funds specifically authorized for augmenting preparedness capabilities to meet abnormal severe fire potentials.

❖1995 Activity Increase❖

Table VI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	70,772	+2,207
FTE	0	0

The 1995 Budget Request is \$70,772,000, a program increase of \$2,207,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of BLM operations for the period of the last 10 years (1984-1993) adjusted to 1995 dollars.

Justification of Program and Performance

Bureau: Bureau of Land Management Activity: Emergency Rehabilitation

Table VII Activity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	4,788	0	0	4,788	0
FTE	0	0	0	0	0

❖1995 Program❖

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable vegetation which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

Should conditions occurring in 1995 require additional fire rehabilitation funds, shifts will be made from Wildfire Suppression, by use of §102 authority, or request for use of emergency contingency funds.

Bureau: Fish and Wildlife Service

Activity Summary

Table VIII Activity Summary, Fish and Wildlife Service (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Operations	4,626	0	-644	3,982	-644
Emergency Rehabilitation	48	0	+52	100	+52
<i>Total</i>	<i>4,674</i>	<i>0</i>	<i>-592</i>	<i>4,082</i>	<i>-592</i>

Justification of Program and Performance

Bureau: Fish and Wildlife Service Activity: Operations

Table IX Activity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Chan- ges (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	4,626	0	-644	3,982	-644
FTE	0	0	0	0	0

❖1995 Program❖

Funding supports all aspects of suppressing specific wildfires or for emergency presuppression, or severity funding when warranted. Included are costs of firefighting and support personnel, supplies, equipment rental, replacement of lost or damaged capitalized equipment, contracts for goods and services (such as aircraft support), dispatch and logistical support, immediate measures taken to correct damages resulting from the fire suppression effort, and any suppression cost recovery (trespass) actions.

Emergency presuppression and severity requests/actions involve an increase in preparedness which is above normal levels due to unforeseen circumstances such as short term weather patterns or increased human activity due to holidays or special occasions. The severity requests/actions generally involve abnormal long term weather patterns such as drought, which create a sustained higher than normal level of fire danger. Standby time for firefighters, extended tours of duty, prepositioning of personnel and other resources and increased aviation support are also included.

❖1995 Activity Decrease❖

Table X 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	3,982	-644
FTE	0	0

The 1995 Budget Request is \$3,982,000, a program decrease of \$644,000. The decrease will provide a total wildfire suppression level equal to that of the annual average cost of FWS operations for the period of the last 10 years (1984-1993) adjusted to 1995 dollars.

Justification of Program and Performance

Bureau: Fish and Wildlife Service Activity: Emergency Rehabilitation

Table XI Activity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	48	0	+52	100	+52
FTE	0	0	0	0	0

◆1995 Program◆

The emergency rehabilitation program supports all costs incurred to prevent further wildlife or habitat degradation following a wildfire. Included are costs such as reseedling to prevent immediate wind or water erosion and to prevent establishment of undesirable species; fencing of sensitive areas to exclude animals or humans; and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire may not exceed two full growing seasons following occurrence of the fire. Costs of restoring burned areas to full productivity are to be funded from normal benefiting resource activity.

◆1995 Activity Increase◆

Table XII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	100	+52
FTE	0	0

The 1995 Budget Request is \$100,000, a program increase of \$52,000. The increase will provide an emergency rehabilitation level equal to that of the annual average cost of FWS operations for the period of the last 10 years (1984-1993) adjusted to 1995 dollars.

Bureau: National Park Service

Activity Summary

Table XIII Activity Summary, National Park Service (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Operations	17,127	0	-926	16,201	-926
Emergency Rehabilitation	487	0	+4	491	+4
<i>Total</i>	<i>17,614</i>	<i>0</i>	<i>-922</i>	<i>16,692</i>	<i>-922</i>

Justification of Program and Performance

Bureau: National Park Service Activity: Operations

Table XIV Activity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	17,127	0	-926	16,201	-926
FTE	0	0	0	0	0

◆1995 Program◆

Operations includes emergency presuppression, wildfire suppression and prescribed natural fire operations activities.

Emergency presuppression and severity activities involve an increase in readiness and contingency planning taken during periods of very high or extreme fire danger. This includes standby pay for firefighters, extended tours of duty, positioning of supplies and resources, and increased reconnaissance flights. Severity is defined as extended periods of elevated fire danger lasting weeks or months. Severity may require hiring firefighters and other resources before the normal season, and/or extending them beyond the end of normal fire season.

Wildfire suppression includes all NPS actions directly associated with suppressing wildfires. These costs include: overtime and premium pay for permanent and seasonal personnel, aircraft operations, support services for personnel assigned to fires, refurbishing or replacement of equipment lost or damaged during suppression efforts, equipment rental, fire documentation, and immediate fire rehabilitation. Costs begin when a fire report is received and continue until equipment and staff is returned to a state of readiness.

Prescribed natural fire operations includes the cost of monitoring and management actions on each prescribed natural fire incident, exclusive of base salaries, benefits and support. Operations involve aerial reconnaissance flights, premium pay, travel, logistical services, extraordinary administrative support, and replacement or routine supplies and equipment. It also includes the cost of mobilizing, staging and transporting crews to hold fires within prescribed maximum perimeters as defined in management plans and monitoring required for daily line office certification that the fires are within prescription. All charges in this element must be made to a unique account number for each prescribed natural fire.

❖1995 Activity Decrease❖

Table XV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	16,201	-926
FTE	0	0

The 1995 Budget Request is \$16,201,000, a program decrease of \$926,000. The decrease reflects the normal annual adjustment derived from recalculating the average annual NPS wild-fire suppression costs for the last 10-year period, adjusted for 1995 dollars.

Justification of Program and Performance

Bureau: National Park Service
Activity: Emergency Rehabilitation

Table XVI Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Chan- ges (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	487	0	+4	491	+4
FTE	0	0	0	0	0

◆1995 Program◆

Emergency wildfire rehabilitation actions are those actions of an emergency nature taken to prevent land and other resource degradation directly resulting from wildfire impacts or from the wildfire suppression actions. These measures must be specified in an approved emergency rehabilitation plan, which must meet resource management objectives. Appropriate actions include restoring bulldozer and handlines, preventing trail or slope erosion, stabilizing damaged structures, reseeding or replanting burned areas to prevent erosion, stabilizing and preventing further damage to archeological sites, and felling hazardous trees created by the wildfire.

◆1995 Activity Increase◆

Table XVII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	491	+4
FTE	0	0

The 1995 Budget Request is \$491,000, a program increase of \$4,000. This increase reflects the normal annual adjustment derived from recalculating the average annual NPS emergency rehabilitation costs for the last 10-year period, adjusted for 1995 dollars.

Bureau: Bureau of Indian Affairs

Activity Summary

Table XVIII Activity Summary, Bureau of Indian Affairs (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Operations	19,568	0	+3,809	23,377	+3,809
Emergency Rehabilitation	1,465	0	0	1,465	0
<i>Total</i>	<i>21,033</i>	<i>0</i>	<i>+3,809</i>	<i>24,842</i>	<i>+3,809</i>

Justification of Program and Performance

Bureau: Bureau of Indian Affairs Activity: Operations

Table XIX Activity Summary (\$ 000s).

	1992 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	19,568	0	+3,809	23,377	+3,809
FTE	0	0	0	0	0

◆1995 Program◆

All unpredictable and unprogrammed costs arising from operational wildfire suppression actions; monitoring and holding actions on prescribed natural fires; and extraordinary measures taken to increase preparedness levels for suppression response during burning conditions exceeding planned local response capabilities. Includes the costs of emergency operations to suppress wildfires using confine, contain or control strategies on Federal or other cooperating agency lands. Includes cost of fire line, command, logistical and administrative support personnel directly or indirectly working on a fire incident, all wages of direct hire Emergency Fire Fighter (EFF) personnel, fire suppression aircraft flight operations and base support, logistical services for fire incident operations, fire suppression supplies and equipment (including replacement of lost capital and expendable equipment), backfilling or personnel used in emergency suppression operations, and contracts for goods and services. Also includes immediate measures taken before incident demobilization to correct environmental damage caused by the wildfire suppression operation, such as rehabilitation of firelines and staging areas.

For the period 1989-1993, the average fire occurrence load for BIA protection areas was 3,635

fires per year. These fires burned an average of 117,000 acres. Calendar year 1993 produced 3,749 fires which burned 41,584 acres. The Bureau also initiated about 800 support actions during 1993 to assist in suppressing fires on lands belonging to other Interior agencies and the Forest Service.

◆1995 Activity Increase◆

Table XX 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	23,377	+3,809
FTE	0	0

The 1995 Budget Request is \$23,377,000, a program increase of \$3,809,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of BIA operations for the period of the last 10 years (1984-1993) adjusted to 1995 dollars.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs
Activity: Emergency Rehabilitation

Table XXI Activity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Chan- ges (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	1,465	0	0	1,465	0
FTE	0	0	0	0	0

◆1995 Program◆

Includes the cost of emergency actions to prevent land degradation and the immediate loss or degradation of natural and cultural resources due to damage caused by wildfires or by actions taken to suppress wildfires. Includes measures to prevent soil erosion, mitigate immediate safety hazards presented by structures damaged by wildfire, prevent establishment of undesirable plant and animal species, fence areas to prevent animals and humans from entering sensitive areas, fell damaged trees posing threats to human safety, mitigate other immediate human safety threats, and stabilize and prevent erosion or further damage to archeological and cultural resources that have been damaged by wildfire or suppression activities.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: DOI Wildland Fire Operations

Identification code: 14-1120-0-1-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Personnel compensations								
11.3 Other than full-time permanent.....		2,400						2,400
11.5 Other personnel compensation.....		13,000				1000		14,000
11.8 Special personal services payments.....		16,600						16,600
11.9 Total personnel compensation.....		32,000		0		1,000		33,000
12.1 Civilian personnel benefits.....		1,600						1,600
21.0 Travel and transportation of persons.....		3,500				500		4,000
22.0 Transportation of things.....		3,500				500		4,000
23.2 Rental payment to others.....		105						105
23.3 Communications, utilities, and miscellaneous charges.....		2,895						2,895
24.0 Printing and reproduction.....		10						10
25.2 Other services.....		44,459				1041		45,500
26.0 Supplies and materials.....		26,605				1461		28,066
31.0 Equipment.....		2,000						2,000
32.0 Lands and structures.....		0						0
41.0 Grants, subsidies, and contributions.....		---						---
42.0 Insurance claims and indemnities.....								
99.9 Total obligations.....		116,674		0		4,502		121,176

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DOI WILDLAND FIRE OPERATIONS
Program and Financing (in thousands of dollars)

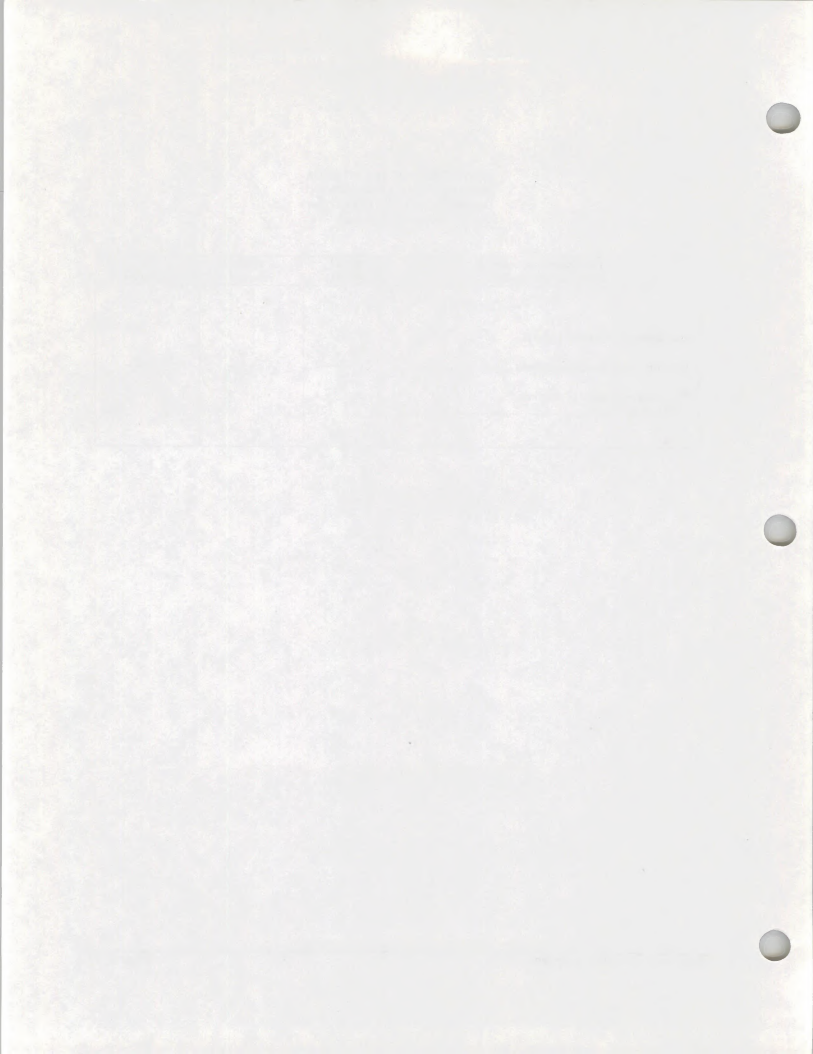
Identification code: 14-1120-0-1-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.02 Operations.....	57,627	109,886	114,332
00.03 Emergency Rehabilitation.....	4,740	6,788	6,844
10.00 Total obligations.....	62,367	116,674	121,176
Financing:			
17.00 Recovery of prior year obligations.....	(8)	---	---
21.40 Unobligated balance available, start of year.....	(8,490)	(58,805)	(58,805)
24.40 Unobligated balance available, end of year.....	58,805	58,805	58,805
39.00 Budget authority.....	112,674	116,674	121,176
Budget authority:			
40.00 Appropriation (general fund).....	112,674	116,674	121,176
43.00 Appropriation (total).....	112,674	116,674	121,176
Relation of obligations to outlays:			
71.00 Total obligations.....	62,367	116,674	121,176
72.40 Obligated balance, start of year.....	35,848	23,313	28,273
74.40 Obligated balance, end of year.....	(23,313)	(28,273)	(10,253)
78.00 Adjustments in unexpired accounts.....	(8)	---	---
90.00 Outlays.....	74,895	111,714	139,196

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DOI WILDLAND FIRE OPERATIONS
Object Classification (in thousands of dollars)

Identification code: 14-1120-0-1-302		1993 actual	1994 enacted	1995 estimate
Personnel compensation:				
11.3	Other than full-time permanent.....	4,053	2,400	2,400
11.5	Other personnel compensation.....	12,875	13,000	14,000
11.8	Special personal services payments.....	9,002	16,600	16,600
11.9	Total personnel compensation..	25,930	32,000	33,000
12.1	Civilian personnel benefits.....	1,565	1,600	1,600
21.0	Travel and transportation of persons.....	602	3,500	4,000
22.0	Transportation of things.....	1,754	3,500	4,000
23.2	Rental payment to others.....	87	105	105
23.3	Communications, utilities, and miscellaneous charges.....	1,263	2,895	2,895
24.0	Printing and reproduction.....	6	10	10
25.2	Other services.....	17,846	44,459	45,500
26.0	Supplies and materials.....	12,056	26,605	28,066
31.0	Equipment.....	153	2,000	2,000
32.0	Lands and structures.....	165	0	0
41.0	Grants, subsidies, and contributions.....	921	---	---
42.0	Insurance claims and indemnities.....	19		
99.9	Total obligations.....	62,367	116,674	121,176

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DOI WILDLAND FIRE OPERATIONS
Personnel Summary

Identification code: 14-1120-0-1-302	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	---	---	---
Full-time equivalent of overtime and holiday hours.....	212	450	500



Appropriation: Central HAZMAT

Appropriation Language Sheet

For expenses necessary for use by the Department of the Interior and any of its component offices and bureaus for the remedial action, including associated activities, of hazardous waste substances, pollutants, or contaminants pursuant to the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. Section 9601 et seq.), \$14,050,000 to remain available until expended; Provided, That notwithstanding 31 U.S.C. 3302, sums recovered from or paid by a party in advance of or as reimbursement for remedial action or response activities conducted by the Department pursuant to sections 107 or 113 (f) of the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. 9607 or 9613 (f)), shall be credited to this account and shall be available without further appropriation and shall remain available until expended; Provided further, That such sums recovered from or paid by any party are not limited to monetary payments and may include stocks, bonds, or other personal or real property, which may be retained, liquidated, or otherwise disposed of by the Secretary of the Interior and which shall be credited to this account.

Justification of Proposed Language Change

This language establishes the Central HAZMAT account as a no-year account. The account will be used to fund remedial investigations/feasibility studies and cleanups of hazardous waste sites for which the Department of the Interior is liable. These projects are typically multi-year in nature, so the availability of no-year funding to finance the projects will significantly increase the efficiency with which the funds are spent and the projects managed.

The language provides permanent authority for cost recoveries from other parties to be credited to the Central HAZMAT account. Thus, the Central HAZMAT account may be composed of both annual appropriations of no-year funds and offsetting collections that are available until expended and not subject to further appropriation. This authority will increase funding available for remediation work and provide an incentive for the Department to conduct cleanups more quickly. It will also motivate the Department to pursue potential responsible parties, which in turn will discourage private parties from abusing DOI managed lands in the future.

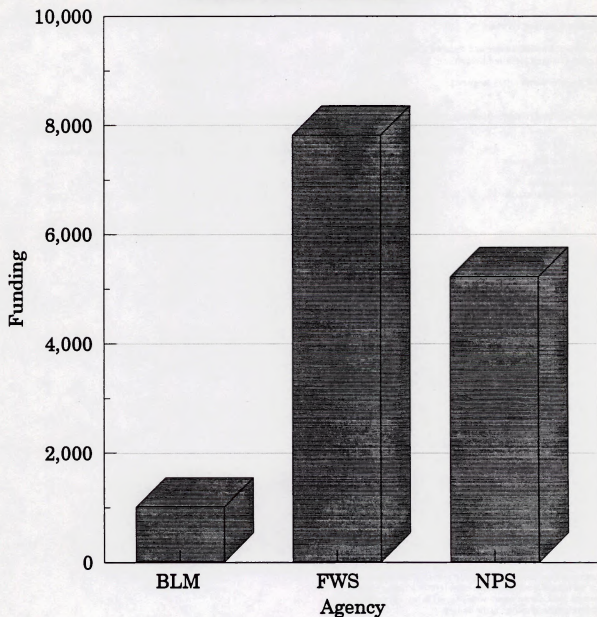
The language also permits payments in forms other than cash from settlements with responsible parties. The Department prefers cash payments, however settlements may be in the form of stock or other forms of property. The language provides authorization to receive, retain or sell stocks or other forms of property.

❖Authorizations❖

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where

hazardous wastes are or have been stored, treated, or disposed, and requires responsible parties, including Federal agencies, to clean up releases of hazardous substances.

Central HAZMAT
By DOI Bureau
Dollars in Thousands



95 Request

Summary of Requirements
(dollars in thousands)

Appropriation: Central HAZMAT Account

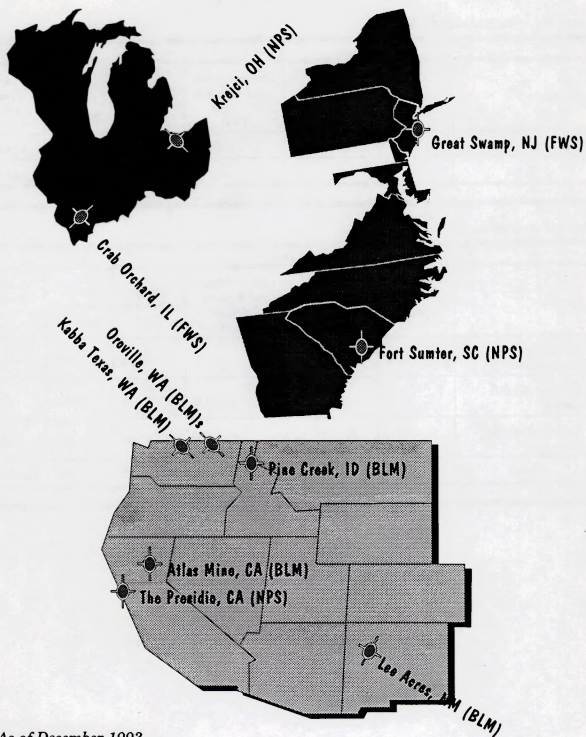
	FTE	Amount
President's Budget, 1994	0	0
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	14,050
Total Requirements (1995 Request)	0	14,050

Comparison by Activity/Subactivity

	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-) from 1994	
	Actual		Enacted To Date		Changes (+/-)		Changes		Budget Request			
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Bureau of Land Management	0	0	0	0	0	0	0	1012	0	1012	0	1012
Fish & Wildlife Service	0	0	0	0	0	0	0	7818	0	7818	0	7818
National Park Service	0	0	0	0	0	0	0	5220	0	5220	0	5220
TOTAL APPROPRIATION	0	0	0	0	0	0	0	14,050	0	14,050	0	14,050

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

DOI Planned Remediation Sites for 1995



As of December 1993.

Appropriation Summary

Appropriation: Central HAZMAT

Table I Activity Summary (\$ 000s).

Activity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Remedial Action	0	0	0	+14,050	14,050	+14,050
Total	0	0	0	+14,050	14,050	+14,050

Table II Activity Summary (\$ 000s).

Activity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Bureau of Land Management	0	0	0	+1,012	1,012	+1,012
Fish and Wildlife Service	0	0	0	+7,818	7,818	+7,818
National Park Ser- vice	0	0	0	+5,220	5,220	+5,220
Total	0	0	0	+14,050	14,050	+14,050

Appropriation Overview

◆Authorizations◆

Please see the *Appropriations Language* citations section for basic program statutory authorization.

◆Objectives◆

The objectives of the Central HAZMAT account are to:

- provide a central account to accomplish the remedial investigation/feasibility studies (RI/FS) and cleanup of hazardous waste sites for which the Department of the Interior is liable;
- bring greater consistency, direction, and coordination to the Department's hazardous materials management (HAZMAT) program;
- improve Departmental oversight of hazardous waste site cleanups;
- ensure that the Department's cleanup resources are directed to the highest priority sites;
- conduct hazardous material cleanup activities in a manner consistent with bureau land use and management plan objectives;
- pursue aggressive cost recovery action from the parties who are responsible for contaminating the Federal Land; and
- provide no-year funding to complete remedial investigations/feasibility studies and remediation stages efficiently.

This appropriation includes funding for hazardous material site remedial investigations/feasibility studies and site cleanup in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), and the National Park Service (NPS). Funds are appropriated to the BLM and are made available by allocation to the other bureaus. BLM

will perform the budgeting and financial management operations for the account.

Funds in the Central HAZMAT account will be used only for remedial activities. They are not intended to be used for the payment of judgments or the settlements of claims. In his decision of November 29, 1993, the Comptroller General of the United States held that litigative awards against the United States to reimburse claimants for the government's share of response costs and natural resource damages paid or payable under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), 42 U.S.C. §9601-85 (1988), are payable from the permanent, indefinite Judgment Fund appropriation created by 31 U.S.C. §1304 (1988), to the same extent as are other litigative awards against the United States.

The Department of the Interior faces major challenges regarding the cleanup of hazardous substance releases on Federal lands and at Interior facilities. In 1993, Interior bureaus had 432 sites listed on the Environmental Protection Agency's (EPA) Federal Agency Hazardous Waste Compliance Docket. In addition, there is the potential for many more hazardous materials releases to be found among the estimated 300,000 inactive and abandoned mining sites, 100,000 oil and gas leases, thousands of municipal landfills, contaminated military lands, and other uses of Interior administered lands. Illegal dumping of industrial, agricultural and other wastes also continues to add to the potential number of remediations of hazardous materials releases on those lands.

Efficient Management and Oversight of the Account

Consolidating remediation funding in a single account will provide more effective oversight and priority setting by the Deputy Assistant Secretaries' Advisory Group for Environmental Policy and Compliance (the "Advisory Group"), representing the Department's policy makers on environmental issues. Allocation or disbursement decisions and

oversight of the Central HAZMAT account will be made by the Advisory Group and will simply be executed by BLM. The Department's new hazardous waste site ranking system will be the basis for the Advisory Group's decisions. This process will ensure that the Department's remediation resources are directed to the highest priority sites first. Individual bureaus will maintain responsibility for identifying, contracting for, and managing remediation of their own specific hazardous waste sites.

Establishment of the Central HAZMAT account is budget neutral in the sense that it is established in 1995 through offsetting reductions to bureau budgets. Prior to 1995, Interior bureaus funded major site remediation work through their own operations appropriations or as a line item project in their construction appropriation.

Individual bureaus will continue to budget for the remainder of their HAZMAT programs, e.g., pre-remedial investigation/feasibility study work, compliance activities, emergency response, and training.

No-year funding

Major site cleanups are typically highly complex, and utilize new and unfamiliar technologies. Fluctuations and delays often occur, making it difficult to obligate money according to original plans. Under the current system, funds not spent in one fiscal year must be returned to the Treasury. Since these major cleanups typically take several years to complete, the flexibility inherent in "no-year" funding will enable project managers and contractors to plan and budget more efficiently, react more effectively to unforeseen events, and take advantage of economies of scale. Making the account no-year will eliminate incentives for unnecessary spending at the end of the year.

Cost Recovery

CERCLA generally requires that any cleanup funds recovered by a Federal agency, other than EPA, be returned to the Treasury. This situation, combined with the significant costs of assessment and legal actions associated with pursuing potentially responsible parties, provides little incentive for going after polluters. If the Department goes after polluters, money that could be spent on cleanup is spent on assessments and legal actions with no return to the Department. Inevitably those attempts are given lower priority, with the result that taxpayers, rather than responsible parties, end up paying for pollution. Authority to receive recovered costs will encourage more aggressive action by the Department in conducting cleanups and in pursuing legal action against responsible parties, consistent with the policy that the parties responsible for contaminating Federal Lands be made to pay the costs of cleanup. This increased vigilance will serve to discourage private parties from abusing DOI managed lands.

A general description of the program activity follows. More detailed project descriptions of each activity are included in the individual bureau descriptions.

Remedial Action

Covers costs associated with specific remedial action projects. Central HAZMAT account funds will be used to pay for the cost of remedial investigation/feasibility studies and cleanup contracts. Actual allocations from the Central HAZMAT account will ultimately depend upon unanticipated changes and work schedules at funded sites as well as reallocations recommended by the Advisory Group on the basis of the Departmentwide hazardous waste site ranking system.

❖1995 Activity Increase❖

Table III 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	14,050	+14,050
FTE	0	0

The 1995 Budget Request for the Central HAZMAT account is \$14,050,000, a program increase of \$14,050,000. The \$14,050,000 is offset by a corresponding decrease in the individual BLM, FWS, and NPS 1995 Budget Request levels to fund project work that was previously covered in the agency accounts.

The following justifications describe the 1995 programs for each of the three bureaus in a separate narrative arrayed according to the standard budget structure. The programs are described in the following order:

- ❶ Bureau of Land Management (BLM),
- ❷ Fish and Wildlife Service (FWS), and
- ❸ National Park Service (NPS).

Bureau: Bureau of Land Management

Activity Summary

Activity: Remedial Action

Table IV Activity Summary, Bureau of Land Management (\$ 000s).

Activity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Remedial Action	0	0	0	+1,012	1,012	+1,012
Total	0	0	0	+1,012	1,012	+1,012

Justification of Program and Performance

Bureau: Bureau of Land Management

Activity: Remedial Action

Table V Activity Summary, Bureau of Land Management (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	0	0	+1,012	1,012	+1,012
FTE	0	0	0	0	0

◆1995 Activity Description◆

The following BLM projects are planned for funding through the Central HAZMAT account in 1995:

Lee Acres Landfill Site

The *Lee Acres Site* is located on the Aztec Highway near Farmington, NM. The Environmental Protection Agency (EPA) placed the site on the National Priority List (NPL) as a Federal Facility in September, 1990. Portions of the site, including a closed County operated landfill, are located on Federal public lands.

Remediation planning, ground water monitoring, and site maintenance are planned to be accomplished at the Lee Acres Landfill Site in 1995.

Oroville Landfill Site

The *Oroville Landfill Site*, upstream from the town of Oroville in northern Washington, is a small, pesticide contaminated site in a long closed, locally operated landfill. Because of the sensitivity of the Similkameen River as a fishery habitat, it was decided from the RI/FS that some control action will be needed. BLM is working with the

Washington Department of Ecology and local interests to identify a specific plan of action.

The BLM anticipates that remedial action can begin on the Oroville Landfill Site in 1995.

Kabba Texas Mine Site

The *Kabba Texas Mine Site* is also on the Similkameen River, a short distance upstream of the Oroville Landfill, and several miles from the town of Oroville. It is an abandoned mine site with mine tailings illegally dumped partially on Federal lands and partially on State lands. Because the river is a sensitive fish habitat and because of the potential for risk to down stream users, the State of Washington has decided that action is required at the mine site. The BLM is currently working with the Washington Department of Ecology to identify risks and remediation needs and allocate potential liability at the site.

The BLM expects to be involved with a Remedial Investigation on the Kabba Texas Mine Site in 1995.

Atlas Asbestos Mine Site

The *Atlas Asbestos Mine* is an abandoned, partially patented mine located mostly on public lands, in Fresno County, approximately 20 miles northwest of Coalinga, California. In 1984, EPA listed the

Atlas Mine (along with the Coalinga Mine, located nearby on private land) on its National Priority List (NPL).

The two corporations that developed and operated the mine through most of its production have signed a consent decree with the EPA and in turn, sued the BLM for contribution to the clean-up. An agreement has committed the BLM to provide payments and services associated with the long term control of risk at the mine site.

In 1995, BLM will initiate Phase II of the Revegetation Pilot Study, continue site security and road maintenance, and sediment removal and disposal on the Atlas Asbestos Mine Site.

Pine Creek

The *Pine Creek Mining Area* is a complex of eight abandoned mines centered on a tributary of the South Fork of the Coeur d'Alene River in Idaho. The mill tailings left in the area by miners are high in acid and heavy metals. Potentially affected populations and sensitive environments may require actions at one or more of the mine sites. The BLM is working with the State of Idaho to assess risks and set priorities for remedial planning and action in 1995.

This proposed list of BLM projects to be funded from the Central HAZMAT account represents the current technical and regulatory data and the best available estimates of scheduling and action. Actual allocations from the Central HAZMAT account will ultimately depend upon unanticipated changes in costs and work schedules at the planned sites, as well as reallocations by the Advisory Group based on the Department's site ranking system. A number of factors could change this list, such as changing site conditions, regulatory standards could change with CERCLA reauthorization, State regulatory action could change timing and priority of a site, new sites of higher priority could emerge, or technical or legal delays could occur.

Whenever possible, BLM will have required actions carried out by potentially responsible parties (PRPs). All charges against this activity's funds must be coded to a specific project number.

◆1995 Activity Increase◆

Table VI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	1,012	+1,012
FTE	0	0

The 1995 Budget Request for BLM is \$1,012,000, a program increase of \$1,012,000. The \$1,012,000 is offset by a corresponding decrease in the BLM's 1995 Budget Request level for Management of Lands and Resources/Hazardous Materials Management to fund project work that was previously covered in BLM operating accounts.

Bureau: Fish and Wildlife Service

Activity Summary

Activity: Remedial Action

Table VII Activity Summary, Fish and Wildlife Service (\$ 000s).

Activity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Remedial Action	0	0	0	+7,818	7,818	+7,818
Total	0	0	0	+7,818	7,818	+7,818

Justification of Program and Performance

Bureau: Fish and Wildlife Service

Activity: Remedial Action

Table VIII Activity Summary, Fish and Wildlife Service (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	0	0	+7,818	7,818	+7,818
FTE	0	0	0	0	0

◆1995 Activity Description◆

The following FWS projects are planned for funding through the Central HAZMAT account in 1995:

Great Swamp (\$4,000,000)

The Great Swamp National Wildlife Refuge is located in southern New Jersey. This is an asbestos dump site listed on the National Priority List. In order to manage the cleanup, the site has been divided into Operable Units. Operable Unit 3 is part of the Asbestos Dump superfund Site, referred as either the Asbestos Disposal Sites or the Millington Asbestos Dump, which was added to the NPL in December, 1982. A 1992 risk assessment found asbestos, copper, lead, and zinc as potential contaminants of concern for ecological receptors and asbestos was identified as a potential contaminants of concern for humans. This assessment determined that elevated levels of asbestos observed in surface water adjacent to OU-3 pose a high and moderate potential for significant adverse organismal (individual) and ecological (population) effects, respectively. The elevated levels of asbestos observed in the air may pose a significant cancer risk to humans.

On February 11, 1993, the United States claims with the potentially responsible party was settled, thereby leaving DOI with the responsibility for cleanup. Completion of a draft Federal Facility compliance Agreement and Interagency Agreement between DOI and EPA is anticipated to occur in 1994 and will trigger the initiation of site remediation activities with mandatory due dates and the potential of penalties for failure to meet these dates.

The 1995 funds of \$4,000,000 will be used to fund activities that will include ongoing site investigation activities, development and implementation of Remedial Investigation/Feasibility Study for submission to the U.S. Environmental Protection Agency.

Crab Orchard (\$3,818,000)

The Crab Orchard National Wildlife Refuge is located in southern Illinois. This site is listed on the National Priority List. In order to manage the cleanup, the site has been divided into five Operable Units (OU) for PCBs, Metals, Munitions, Miscellaneous Hazardous Substances, and Water Towers. Records of Decision have been signed for the PCBs and Metal units. Remedial investigations and feasibility studies are underway for the Munitions and Miscellaneous units. Remedial

action is nearly complete for the Metals and Water Tower units. An agreement with a private responsible party for cleanup of the PCBs operable unit became effective in August, 1992.

The 1995 funding would be used for:

- implement completed design specifications at the Metals operable unit;
- monitoring at the Metals operable unit;
- complete remedial investigations at the Miscellaneous operable unit;
- design initiation at the Miscellaneous operable unit;
- continue remedial investigations at the Munitions operable unit;
- complete design and initiate cleanup at the PCBs operable unit.

The federal share for cleanup of the PCB operable unit is based on application of a cost formula which is 35 percent of the first \$20 million, 70 percent of the next \$5 million, and 50 percent of costs over \$25 million. Due to possible additional work required under the Consent Decree to address potential areas contaminated with PCBs currently being identified, the total estimated cost for cleanup of the PCBs operable unit is now \$30 to \$50 million. Additionally, the Service will provide funding for monitoring for a minimum of 30 years after completion of remediation. Funds will allow the FWS to meet its legal obligations under the Federal Facility Agreement for cleanup of the refuge with the U.S. Environmental Protection Agency, the Department of the Army, and the Illinois Environmental Protection Agency.

◆1995 Activity Increase◆

Table IX 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	7,818	+7,818
FTE	0	0

The 1995 Budget Request for FWS is \$7,818,000, a program increase of \$7,818,000. The \$7,818,000 is offset by a corresponding decrease in the FWS's 1995 Budget Request level for Construction to fund project work that was previously covered in this FWS account.

Bureau: National Park Service

Activity Summary

Activity: Remedial Action

Table X Activity Summary, National Park Service (\$ 000s).

Activity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Remedial Action	0	0	0	+5,220	+5,220	5,220
Total	0	0	0	+5,220	+5,220	5,220

Justification of Program and Performance

Bureau: National Park Service

Activity: Remedial Action

Table XI Activity Summary, National Park Service (\$ 000s).

Activity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	0	0	+ 5, 220	5,220	+ 5,220
FTE	0	0	0	0	0

◆1995 Activity Description◆

The following NPS projects are planned for funding through the Central HAZMAT account in FY 1995:

Fort Sumter (\$350,000)

The Fort Sumter National Monument is located on Sullivan's Island, South Carolina. It is the site of the first engagement of the Civil War on April 12, 1861. The park also embraces Fort Moultrie, scene of the patriot victory of June 28, 1776—one of the early defeats of the British in the Revolutionary War. Together the forts reflect one of the 171 year seacoast defenses. Fort Sumter was authorized as a National Park on April 28, 1861 and accepted by the U.S. Department of the Interior from the Department of the Army on July 12, 1948.

Remediation investigation and feasibility studies are planned to be accomplished in 1995.

The Presidio (\$615,000)

The Presidio is located in San Francisco, California within close proximity of the Golden Gate Bridge and the Golden Gate National Recreation Area. The Presidio is the oldest continuously

active military installation in the United States and is designated a National Historic Landmark. The Base Closure and Realignment Act of 1988 required the closing of the Presidio not later than September 30, 1995. Language contained in the 1972 legislation establishing the Golden Gate National Recreation Area directed the transfer of all or portions of the Presidio complex to the Department of the Interior when (if) it became excess to the Department of Defense. Resources and facilities at the Presidio include 800 buildings (350 of which have been identified as historic), 1,500 structures including bridges, retaining walls and monuments, 15 million square feet of improved grounds, a water treatment facility, seven electrical stations, and a sanitary and sewage system.

Site cleanup and maintenance of remedial systems are planned to be accomplished in 1995.

Cuyahoga Valley National Recreation Area (Kreji Dump Site) (\$4,255,000)

The Cuyahoga Valley National Recreation Area (NRA) links the urban centers of Cleveland and Akron, Ohio, preserving the rural character of the Cuyahoga River Valley. Cuyahoga was authorized as a National Park in June, 1975. The NRA took

control of the 4 acre Krejci dump site on October 1, 1985, after a court-ordered 5-year special use permit that resulted from condemnation action. The dump was purchased by the park to cease its continued adverse commercial operation, and to clean up the site. In October, 1986, the Environmental Protection Agency found the presence of several hazardous wastes that exceeded allowable standards. The National Park Service has signed an administrative order with the Ohio Environmental Agency for the clean up of the site.

Preparation of the Remedial Investigation/Feasibility Study and site cleanup are planned for 1995.

♦1995 Activity Increase♦

Table XII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	5,220	+5,220
FTE	0	0

The 1995 Budget Request for NPS is \$5,220,000, a program increase of \$5,220,000. The \$5,220,000 is offset by a corresponding decrease in the NPS's 1995 Budget Request level for Maintenance (Servicewide Maintenance Programs/Engineering) and Construction to fund project work that was previously covered in these two NPS accounts.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Central HAZMAT Account

Identification code: 14-1121-0-2-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Personnel compensation:								
11.1 Full-time permanent.....		---						---
11.3 Other than full-time permanent.....		---						---
11.5 Other personnel compensation.....		---						---
11.8 Special personnel services payments.....		---						---
11.9 Total personnel compensation.....		0						0
12.1 Civilian personnel benefits.....		---						---
21.0 Travel and transportation of persons.....		---						---
22.0 Transportation of things.....		---						---
23.2 Rental payments to others.....		---						---
23.3 Communications, utilities, and miscellaneous charges.....		---						---
24.0 Printing and reproduction.....		---						---
25.2 Other services.....		---						5,058
26.0 Supplies and materials.....		---						---
31.0 Equipment.....		---						---
32.0 Land and structures.....		---						---
99.9 Total obligations.....		0		0		0		5,058

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZMAT ACCOUNT
Program and Financing (in thousands of dollars)

Identification code: 14-1121-0-2-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Remedial Action.....	---	---	5,058
10.00 Total obligations.....	0	0	5,058
Financing:			
21.40 Unobligated balance available, start of year.....	---	---	---
24.40 Unobligated balance available, end of year.....	---	---	8,992
39.00 Budget authority (gross).....	0	0	8,992
Budget Authority			
40.00 Appropriation.....	0	0	14,050
43.00 Appropriation, (total).....	0	0	14,050
Relation of obligations to outlays:			
71.00 Total obligations.....	---	---	5,058
87.00 Outlays (gross).....	0	0	5,058
89.00 Budget authority (net).....	0	0	14,050
90.00 Outlays (net).....	0	0	5,058

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZMAT ACCOUNT
Object Classification (in thousands of dollars)

Identification code: 14-1121-0-2-302	1993 actual	1994 enacted	1995 estimate
Personnel compensation:			
11.1 Full-time permanent.....	---	---	---
11.3 Other than full-time permanent.....	---	---	---
11.5 Other personnel compensation.....	---	---	---
11.8 Special personnel services payments.....	---	---	---
11.9 Total personnel compensation.....	0	0	0
12.1 Civilian personnel benefits.....	---	---	---
21.0 Travel and transportation of persons.....	---	---	---
22.0 Transportation of things.....	---	---	---
23.2 Rental payments to others.....	---	---	---
23.3 Communications, utilities, and miscellaneous charges.....	---	---	---
24.0 Printing and reproduction.....	---	---	---
25.2 Other services.....	---	---	5,058
26.0 Supplies and materials.....	---	---	---
31.0 Equipment.....	---	---	---
32.0 Land and structures.....	---	---	---
99.9 Total obligations.....	0	0	5,058

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZMAT ACCOUNT
Personnel Summary

Identification code: 14-1121-0-2-302	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	---	---	---
Full-time equivalent of overtime and holiday hours.....	---	---	---

Appropriation: Construction and Access

Appropriation Language Sheet

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, \$3,936,000 to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1993.)

Appropriation Language Citations

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$10,467,000] \$3,936,000 to remain available until expended.

43 U.S.C. 1701

43 U.S.C. 1715

43 U.S.C. 1762

43 U.S.C. 1701 provides for the retention of Public Land in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Land and their resources; for establishing uniform procedures for disposal, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Land only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

Summary of Requirements
(dollars in thousands)

Appropriation: Construction and Access

President's Budget, 1994	FTE	Amount
	42	10,467
Summary of Uncontrollable and Related Changes*	FTE Amount	
FTE Usage Reduction	(11) (250)	
One Time 1994 Construction Projects	(9,081)	
Additional Cost in 1995 of the January 1994 Pay Raise	0	
CSRS/FERS Retirement Costs	0	
One-time Paid Day	0	
Total Uncontrollable Changes	(11)	(9,331)
Program Changes (detailed below)	0	2,800
Total Requirements (1994 Request)	31	3,936

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Construction	35	14,285	18	9,100	(10)	(9,090)	0	2,800	8	2,810	(10)	(6,290)
Access	24	1,391	24	1,367	(1)	(241)	0	0	23	1,126	(1)	(241)
TOTAL APPROPRIATION	59	15,676	42	10,467	(11)	(9,331)	0	2,800	31	3,936	(11)	(6,531)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Uncontrollable Changes

Table I Justification of Uncontrollable Cost Changes, Construction and Access (\$ 000s).

	1994 Enacted	1995 Change
Cost Savings in 1995 Due to the Implementation of Executive Order 12839 Requiring Reductions in Agency FTE Usage Over Three Years and Additional Reduction to Reach Longer Term Federal FTE Usage Goals Set by the President.	N.A./-\$52	-11/- \$250
The adjustment is for the cost savings associated with the Bureau's share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995, and by 252,000 by the end of 1999.		
Additional cost in 1995 of the January 1994 Locality Pay Raises - Absorbed	[\$44]	[\$12]
The amount displayed in brackets represents the additional costs of funding the entire January 1994 locality pay increase for GS-series employees and the associated pay rate changes made in other pay series. Three quarters of this amount has been absorbed in the 1994 program, and one-quarter will be absorbed in the 1995 program.		
Other Uncontrollable Cost Changes:		
Reduction for one-time construction projects	N.A./-\$9,100	N.A./-\$9,090
The adjustment is a reduction for a one-time funding for construction projects made in FY 1994.		
Total, Uncontrollable Cost Changes (FTE / \$)		-11/- \$9,331

Table II Analysis of Budget Resources by Activity, Construction and Access (14-1110-0-1-302), Bureau of Land Management (\$ 000s).

	1993 Enacted	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Construction				
<i>BA available for obligation:</i>				
Appropriation	14,407	9,100	2,810	-6,290
Reduction (PL. 102-154)	0	0	0	0
Reduction (PL. 102-381)	(122)	0	0	0
Unoblig. bal. brt. fwd.	13,276	14,684	9,684	5,000
Recovery of prior year oblig.	145	0	0	0
Total BA available	27,706	23,784	12,494	-11,290
Less obligations	(13,022)	(14,100)	(11,574)	-2,526
Unoblig. bal. brt. fwd.	14,684	9,684	920	-8,764
FTE	35	18	9	-10
Access				
<i>BA available for obligation:</i>				
				0
Appropriation	1,403	1,367	1,126	-241
Reduction (PL. 102-154)	0	0	0	0
Reduction (PL. 102-381)	(12)	0	0	0
Unoblig. bal. brt. fwd.	254	254	254	0
Total BA available	1,645	1,621	1,380	-241
Less obligation	(1,391)	(1,367)	(1,126)	-241
Unoblig. bal. brt. fwd.	254	254	254	0
FTE	24	24	23	-1
Account Total				
<i>BA available for obligation:</i>				
Appropriation	15,810	10,467	3,936	-6,531
Reduction (PL. 102-154)	0	0	0	0
Reduction (PL. 1-2-381)	-134	0	0	0
Unoblig. bal. brt. fwd.	13,530	14,938	9,938	-5,000
Recovery of prior year oblig.	145	0	0	0
Total BA available	29,351	25,405	13,874	-11,531
Less Obligations	(14,413)	(15,467)	(12,700)	-2,767
Unoblig. bal. brt. fwd.	14,938	9,938	1,174	-8,764
FTE	59	42	31	-11

Justification of Program and Performance

Activity: Construction

Table III Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	9,100	-9,090	2,800	2,810	-6,290
FTE	18	-10	0	8	-10

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701, et seq.) authorizes the management of the Public Land on a multi-use basis.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

◆Objectives◆

The objectives of this program are to:

- support the protection, enhancement, and development of Public Land resources and providing access to these opportunities for all Americans;
- rehabilitate facilities on the Public Land to better service the public;
- construct buildings and appurtenant facilities, such as warehouses, yards, and fire stations, which are necessary to support Public Land management; and

- construct recreation and transportation facilities necessary to meet public demand and for the management of Public Land resources.

◆1995 Program◆

During the past decade, public use of the Public Land and BLM administered facilities has grown dramatically; however, facility improvements have not kept pace with demand. BLM construction projects are paramount for the proper management of the Public Land, health and safety of users, prevention of resource damage, and increased collection of recreation use fees.

This program provides projects to repair and rehabilitate facilities on the Public Land. Included are projects to improve service to the Public Land visitors; protect important natural and cultural resource values; rehabilitate and improve existing facilities and structures; to provide for public safety and a productive work environment for BLM employees; to enrich the public's knowledge, appreciation, and support of BLM's multiple-use mission and the Nation's rich natural heritage.

Construction Criteria

BLM has established the following hierarchy of criteria against which construction projects are assessed:

- ① Health and safety;
- ② Resource protection;
- ③ New space requirements;
- ④ Accessibility for the physically disabled
- ⑤ Access to the Public Land;
- ⑥ Program efficiencies;
- ⑦ Compliance with designated management responsibility; and
- ⑧ Enhancement of fee collection capability.

The 11 BLM projects proposed for 1995 have been screened and prioritized using these criteria.

1995 Construction Projects

All of the 1995 projects are in conformance with current land use planning decisions and are supported by more specific activity plans. These projects will contribute to rural economic development in counties with depressed economies. The proposed construction projects would occur in 7 different states and 12 counties. All of these projects are associated with at least some form of contracting. Not only will this infuse money into local areas but it will also stimulate employment as well. These construction projects will also stimulate tourism and economic growth through increased recreational activities.

Of the 11 projects proposed for 1995, all but one support the BLM's *Recreation 2000* strategy. The exception is the removal of leaking fuel tanks and is an environmental compliance need. These projects will enable BLM to provide healthy and safe conditions for the growing number of visitors participating in outdoor recreation activities on the Public Land. Construction projects also serve to protect fragile natural and cultural resources in heavily used areas. Facilities are designed and placed to direct recreation use away from sensitive areas and to focus use in locations where it can best be supervised and monitored. In this way, the proposed funding will enable BLM to manage recreation use better to insure the future availability of the resource values sought after by the Public Land visitor.

Public support for BLM's construction program relates to meeting user expectations, providing safe and clean facilities and protecting the environment. The 1994 construction program proposes reconstruction of 8 recreation sites. Two of the 8 are historic structure, 2 are boat ramp/day use facilities, and 4 are construction/reconstruction of trail/trailhead facilities. One of the recreation construction projects is located within a National Conservation Area. Most of these projects support recreational use associated with Special Recreation Management Areas, Wild and Scenic River, wilderness, or Areas of Critical Environmental Concern. All projects support access for all Americans and many will become fee collection sites after the construction is completed.

Funding is also proposed to provide engineering survey and design support work and contract administration for the Construction projects. The BLM has analyzed rehabilitation construction needs and has identified a backlog of appropriately 249 projects.

❖1995 BLM Construction Program Summary❖

<i>State</i>	<i>Project Name</i>	<i>(\$ 000)</i>
<i>Bureau-wide benefit</i>	Engineering, Survey & Design, and Contract Administration	235
AK	Under ground storage tank removal	360
AZ	Lake Havasu Fisheries Improvement Project	10%
CA	Black Sands Beach	250
CA	Willow Placer Campground, Merced River	185
CO	Colorado River Sanitation facilities	18%
CO	San Miguel River SRMA/ACEC	350
CO	Gunnison Gorge SRMA/NCA	225
ID	Cottonwood Recreation Area	300
ID	Huckleberry Campground	325
MT	Warm Spring Recreation Area	100
NM	Fort Craig and Cummings	200
Total		2,810

◆1995 BLM Construction Project Descriptions◆

<i>State:</i> Alaska	<i>Project Name:</i> Underground Storage tank replacement	<i>Project Status:</i> Replacement
<i>County:</i> Alaska	<i>District/Resource Area Office:</i> Alaska Fire Center	<i>General Location:</i> Fire stations throughout Alaska
<i>Land Use/Activity Plan Name and Citation:</i> N/A		
<i>Project Description:</i> Removal and disposal of 18 existing fuel storage tanks and installation of new tanks with monitoring devices in accordance with current regulation.		
<i>Why is project important and how does it help BLM accomplish our mission:</i> BLM is currently in violation of legal standards and there are associated environmental hazards.		
<i>List each phase down to lowest practical options and include costs breakdown:</i> This project could be phased, however the costs would increase because of the increased number of procurement and contract actions as well as the increased price of buying smaller volume.		
<i>Project phasing and costs were developed on what level of planning:</i> In-house cost estimates.		
<i>Outyear Operations costs (by program):</i> Same		<i>Requested funding:</i> \$360,000
<i>Outyear Maintenance costs:</i> Same		<i>Total estimated cost of project:</i> \$360,000
<i>Is project part of Maintenance backlog:</i> Yes		

❖1995 BLM Construction Project Descriptions❖

State: Arizona	Project Name: Lake Havasu Fisheries/Access Development	Project Status: New
County: Mohave	District/Resource Area Office: Yuma/Havas	General Location: Associated with the town of Lake Havasu City.
Land Use/Activity Plan Name and Citation: Yuma District RMP and Lake Havasu Fisheries Improvement Partnership plan		
Project Description: This project includes the construction of two recreational fishing access sites located along the Arizona shoreline of Lake Havasu, on the Colorado River. The projects will emphasis access for non-boating activities and the disabled.		
Why is project important and how does it help BLM accomplish our mission: This project accomplishes Fish and Wildlife 2000 and Recreation 2000 objectives. The project involves numerous partnerships and stresses the use of volunteers as well as enhancing endangered fish populations and improving access to the Lake for the elderly and disabled.		
List each phase down to lowest practical options and include costs breakdown: The Lake Havasu Fisheries project is a multi-year effort. This project is just one step in the implementation of that plan.		
Project phasing and costs were developed on what level of planning: Experienced BLM engineers from the area.		
Outyear Operations costs (by program): Recreation - \$10,000 Wildlife - \$10,000		Requested funding: \$100,000
Outyear Maintenance costs: \$15,000		Total estimated cost of project: \$100,000
Is project part of Maintenance backlog: No		

❖1995 BLM Construction Project Descriptions❖

<i>State:</i> California	<i>Project Name:</i> Black Sands Beach	<i>Project Status:</i> Replacement
<i>County:</i> Humboldt	<i>District/Resource Area Office:</i> Ukiah/Arcata	<i>General Location:</i> 35 miles west of Garberville, CA on the ocean.
<i>Land Use/Activity Plan Name and Citation:</i> The King Range National Conservation Area Visitor use area.		
<i>Project Description:</i> This project includes relocating existing parking and trailhead to higher ground as the existing site is being eroded away by the ocean and adjacent stream.		
<i>Why is project important and how does it help BLM accomplish our mission:</i> The project supports Recreation 2000, environmental protection, and tourism. The King Range National Conservation Area is a unique areas consisting of approximately 55,000 acres of Public Lands. with over 23 miles of primitive unspoiled beach. The King Crest and Chemise Mountain Trails and its proximity to the Sinkyone Wilderness State Park makes it one of the most popular hiking and sightseeing areas in Northern California.		
<i>List each phase down to lowest practical options and include costs breakdown:</i> This project is being requested in one phase. • Survey and design \$ 25,000 • Staking and inspection \$ 25,000 • Construction \$200,000		
<i>Project phasing and costs were developed on what level of planning:</i> Project planning is completed.		
<i>Outyear Operations costs (by program):</i> none		<i>Requested funding:</i> \$250,000
<i>Outyear Maintenance costs:</i> \$15,000		<i>Total estimated cost of project:</i> \$250,000
<i>Is project part of Maintenance backlog:</i> Yes		

❖1995 BLM Construction Project Descriptions❖

State: California	Project Name: Willow Placer Camp-ground	Project Status: Replacement
County: Mariposa	District/Resource Area Office: Bakers-field/Folsom	General Location: 8 miles west of Yosemite National Park on the Merced River.
Land Use/Activity Plan Name and Citation: Merced River Recreation Management Plan.		
Project Description: The project includes reconstruction of an existing campground. The site has become a popular river camping area and is being visited by larger recreational vehicles than it was originally designed for. Resource conditions are being impacted.		
Why is project important and how does it help BLM accomplish our mission: This project supports Recreation 2000, Wild and Scenic River designations, and is a highly visible site near Yosemite National Park. Recreational use along the Merced River continues to grow at tremendous rates. Over crowding in Yosemite Valley and the increased popularity of white water rafting and day-use picnic along the Merced River is requiring increased management attention and accelerated environmental damage.		
List each phase down to lowest practical options and include costs breakdown: This project is being requested as one phase: Survey and design \$ 25,000 Staking and inspection \$ 20,000 Construction \$140,000		
Project phasing and costs were developed on what level of planning: Completed project plan with experienced engineer estimates.		
Outyear Operations costs (by program): None		Requested funding: \$185,000
Outyear Maintenance costs: \$30,000		Total estimated cost of project: \$185,000
Is project part of Maintenance backlog: Yes		

◆1995 BLM Construction Project Descriptions◆

<i>State:</i> Colorado	<i>Project Name:</i> Colorado River Sanitation Facilities	<i>Project Status:</i> New
<i>County:</i> Eagle	<i>District/Resource Area Office:</i> Grand Junction/Glenwood Springs	<i>General Location:</i> West central Colorado
<i>Land Use/Activity Plan Name and Citation:</i> Glenwood Springs RMP and Upper Colorado River Recreation Area Management plan.		
<i>Project Description:</i> The project includes construction of 6 permanent vault toilets at heavy use recreation sites along the Colorado River		
<i>Why is project important and how does it help BLM accomplish our mission:</i> The project supports Recreation 2000, environmental protection and public health and safety. The current situation is causing substantial resource damage.		
<i>List each phase down to lowest practical options and include costs breakdown:</i> This project is being proposed as one phase for cost efficiency. The components are: • Engineering support \$ 10,000 • Construction contract \$170,000		
<i>Project phasing and costs were developed on what level of planning:</i> Experience engineering estimate on similar projects		
<i>Outyear Operations costs (by program):</i> Same		<i>Requested funding:</i> \$180,000
<i>Outyear Maintenance costs:</i> \$6,000		<i>Total estimated cost of project:</i> \$180,000
<i>Is project part of Maintenance backlog:</i> No		

❖1995 BLM Construction Project Descriptions❖

<i>State:</i> Colorado	<i>Project Name:</i> San Miguel River SRMA-ACEC	<i>Project Status:</i> Reconstruction										
<i>County:</i> San Miguel	<i>District/Resource Area Office:</i> Montrose-Uncompahgre	<i>General Location:</i> 45 miles SW of Montrose along San Miguel River										
<i>Land Use/Activity Plan Name and Citation:</i> San Miguel River Corridor SRMA and ACEC plan under development												
<i>Project Description:</i> There are four parts to this construction project. First, is to install information and interpretative signs, improve parking, pullouts and access, and install toilets, trails, boat launching, and picnicking sites at the Norwood Hill Site. Second, is to reconstruct the campground at Specie Creek, including installation of a toilet, public water, a trailer dump station, access improvements, and 10 camp sites. This site will have a campground host and become a fee site. The third part, along Deep Creek, consists of upgrading 20 camping units, installing interpretative signs, road closures, and construction of vault toilets. The final effort includes working with the U.S. Forest Service on interpretative signs, road closures, and construction of additional sanitation facilities as well as interpretative signing along both scenic byways. All phases meet accessibility standards and contain partnerships for funding and staffing with various State, Federal, and private interest organizations. Development of this project will reduce BLM's maintenance backlog.												
<i>Why is project important and how does it help BLM accomplish our mission:</i> This steep walled canyon corridor is host to two State Scenic and Historic highways: the Ridgeway to Telluride and Unaweep/Tabeguache Byways. Recreational opportunities in the SRMA consist of motorized vehicle exploring, sightseeing, picnicking, fishing, camping, white water rafting, mountain bike riding, horseback riding, and OHV use. The natural and scenic beauty of the area is accentuated by 28 miles of riparian habitat which has been recognized by the public nomination of the area as an Area of Critical Environmental Concern (ACEC). This project supports Recreation 2000, Fish and Wildlife 2000, Backcountry Byways, recreational fishing initiatives, recreational partnerships with the U.S. Forest Service, the State of Colorado, the Nature Conservancy, protection of the riparian area, and the Counties submission to the State Department of Transportation to obtain Federal Highways funding for road work on the Unaweep/Tabeguache Byways.												
<i>List each phase down to lowest practical options and include costs breakdown:</i> This project could be phased, however it is being requested in one phase. The components include: <table style="width: 100%; border: none;"> <tr> <td style="width: 80%;">● Signing, parking, pullouts, access, toilets, trails,</td> <td style="width: 20%; text-align: right;">\$85,000</td> </tr> <tr> <td>● Reconstruct Specie Creek campground - including toilets, water, dump station, and 10 units upgrade.</td> <td style="text-align: right;">\$80,000</td> </tr> <tr> <td>● Deer Creek Upgrade of 20 units, signing, road closure, and toilets.</td> <td style="text-align: right;">\$90,000</td> </tr> <tr> <td>● BCBW toilets, and road closures</td> <td style="text-align: right;">\$50,000</td> </tr> <tr> <td>● Engineering and contract support</td> <td style="text-align: right;">\$45,000</td> </tr> </table>			● Signing, parking, pullouts, access, toilets, trails,	\$85,000	● Reconstruct Specie Creek campground - including toilets, water, dump station, and 10 units upgrade.	\$80,000	● Deer Creek Upgrade of 20 units, signing, road closure, and toilets.	\$90,000	● BCBW toilets, and road closures	\$50,000	● Engineering and contract support	\$45,000
● Signing, parking, pullouts, access, toilets, trails,	\$85,000											
● Reconstruct Specie Creek campground - including toilets, water, dump station, and 10 units upgrade.	\$80,000											
● Deer Creek Upgrade of 20 units, signing, road closure, and toilets.	\$90,000											
● BCBW toilets, and road closures	\$50,000											
● Engineering and contract support	\$45,000											
Project phasing and costs were developed on what level of planning: Activity plan and district engineering analysis.												
<i>Outyear Operations costs (by program):</i> Recreation - \$18,000		<i>Requested funding:</i> \$350,000										
<i>Outyear Maintenance costs:</i> \$10,000		<i>Total estimated cost of project:</i> \$350,000										
<i>Is project part of Maintenance backlog:</i> Yes												

❖1995 BLM Construction Project Descriptions❖

<i>State:</i> Colorado	<i>Project Name:</i> Gunnison Gorge SRMA-NCA	<i>Project Status:</i> Reconstruction and Expansion
<i>County:</i> Montrose	<i>District/Resource Area Office:</i> Montrose-/Uncompahgre	<i>General Location:</i> 10 miles east of Montrose/Olathe on the Gunnison River
<i>Land Use/Activity Plan Name and Citation:</i> Gunnison Gorge Special Recreational Management Area		
<i>Project Description:</i> This project includes reconstructing the restroom facilities, road, parking area and a new human waste disposal system at Gunnison Forks. The project includes disabled access standards for all facilities. It also includes development at the Ute and Duncan Trailheads.		
<i>Why is project important and how does it help BLM accomplish our mission:</i> The project will implement recreational fishing and riparian initiatives. This project is fulfilling BLM's obligations under the development of the NCA legislation. Current use has overrun the facility and is causing environmental damage. The project supports local and regional tourism and economic development for the area.		
<i>List each phase down to lowest practical options and include costs breakdown:</i> This project is most efficient as one phase. The components include: ● Facilities reconstruction - including restrooms, roads, campsites, parking, dump stations, and signing. \$175,000 ● Trailhead development - including, restrooms, parking, and signing. \$ 50,000		
<i>Project phasing and costs were developed on what level of planning:</i> Activity plans and a project plan.		
<i>Outyear Operations costs (by program):</i> Recreation - \$16,000		<i>Requested funding:</i> \$225,000
<i>Outyear Maintenance costs:</i> \$10,000		<i>Total estimated cost of project:</i> \$225,000
<i>Is project part of Maintenance backlog:</i> Yes		

❖1995 BLM Construction Project Descriptions❖

State: Idaho	Project Name: Cottonwood Recreation Area	Project Status: Reconstruction								
County: Custer	District/Resource Area Office: Salm-on/Challis	General Location: 15 miles North of Challis, Idaho on the Main Salmon River.								
Land Use/Activity Plan Name and Citation: Challis RMP and the Cottonwood Recreation Project Plan.										
Project Description: The reconstruction would reduce Idaho's maintenance backlog and includes replacing the restrooms, upgrading the access road off the highway, developing a public water system, designating permanent camping units, installing vehicle control structures, and building a permanent boat launching ramp. All recreation site facilities would meet accessibility standards for the disabled. Upon completion of the construction the recreation site would be upgraded to a fee site.										
Why is project important and how does it help BLM accomplish our mission: The Cottonwood Recreation Area is within the Salmon River and the Magic Reservoir SRMA. Recreation along the Salmon River has grown in popularity over the past several years. Not only do fishermen and white water rafters travel from long distances to enjoy the area, but more visitors come to enjoy the Scenic Byway, the scenery of the surrounding country, watch wildlife, camp, picnic, or just enjoy the outdoors. The existing facilities at this recreation area are not adequate to meet current use and the facilities are in need of repair. This is manifested in uncontrolled vehicle use, uncontrolled boat put-ins, severe bank erosion and subsequent siltation of the river, and vegetation trampling. This proposal supports Recreation 2000, Fish and Wildlife 2000, Scenic Byways, Watchable Wildlife, and recreational fishing initiatives.										
List each phase down to lowest practical options and include costs breakdown: This project has been phased. <table style="width: 100%; border: none;"> <tr> <td style="width: 60%;">Phase 1 Survey and design</td> <td>Completed</td> </tr> <tr> <td>Improve access and utilities (FY 95 request)</td> <td>\$300,000</td> </tr> <tr> <td>Phase 3 Construct camp units & boat ramp</td> <td>\$300,000 (future)</td> </tr> <tr> <td>Phase 4 Fishing area, landscaping & paving</td> <td>\$400,000 (future)</td> </tr> </table>			Phase 1 Survey and design	Completed	Improve access and utilities (FY 95 request)	\$300,000	Phase 3 Construct camp units & boat ramp	\$300,000 (future)	Phase 4 Fishing area, landscaping & paving	\$400,000 (future)
Phase 1 Survey and design	Completed									
Improve access and utilities (FY 95 request)	\$300,000									
Phase 3 Construct camp units & boat ramp	\$300,000 (future)									
Phase 4 Fishing area, landscaping & paving	\$400,000 (future)									
Project phasing and costs were developed on what level of planning: Phasing and design completed by BLMs Service Center										
Outyear Operations costs (by program): Recreation - \$5,000		Requested funding: \$300,000								
Outyear Maintenance costs: \$10,000		Total estimated cost of project: \$1,000,000								
Is project part of Maintenance backlog: Yes										

❖1995 BLM Construction Project Descriptions❖

<i>State:</i> Idaho	<i>Project Name:</i> Huckleberry Campground	<i>Project Status:</i> Reconstruction
<i>County:</i> Shoshone	<i>District/Resource Area Office:</i> Coeur d'Alene/Emerald Empire	<i>General Location:</i> 32 miles east of St Maries on the St. Joe River.
<i>Land Use/Activity Plan Name and Citation:</i> Emerald Empire land use plan, Emerald Empire Special Recreational Management Area, and Huckleberry Campground.		
<i>Project Description:</i> This project involves stream protection, site preparation, improved access and parking (with aggregate surfacing), gray water disposal, an RV dump station, additional pre-cast restroom facilities, electrical hookups, and camp/day use area repairs such as additional tables, grills, and vehicle control structures. All construction will meet access standards for the disabled. When completed this site will become a fee area within the SRMA. The reconstruction will reduce Idaho's maintenance backlog.		
<i>Why is project important and how does it help BLM accomplish our mission:</i> The Huckleberry Campground is situated within the Emerald Empire SRMA. The project is a cooperative effort with the Idaho Department of Parks and Recreation which has already provided \$70,000 to develop a drinking water system and restroom facilities. Current use is comprised of fishermen, campers, hunters, watchable wildlife visitors, and day-use visitors. Current visitor use far exceeds the site design capacity causing vegetative destruction, soil compaction and erosion throughout the recreation site and along the river. This proposal supports Recreation 2000, Fish and Wildlife 2000, and Recreational Fishing initiatives.		
<i>List each phase down to lowest practical options and include costs breakdown:</i> This project is phased. Phase 1 Survey and design Phase 2 Access road, utilities, toilets, & camp units Phase 3 Dump Station, Host site, parking Completed \$325,000 (FY 1995) \$250,000 (future)		
<i>Project phasing and costs were developed on what level of planning:</i> Cost were developed by the BLM Service Center.		
<i>Outyear Operations costs (by program):</i> Recreation - \$4,000		<i>Requested funding:</i> \$325,000
<i>Outyear Maintenance costs:</i> \$9,000		<i>Total estimated cost of project:</i> \$575,000
<i>Is project part of Maintenance backlog:</i> Yes		

❖1995 BLM Construction Project Descriptions❖

State: Montana	Project Name: Warm Springs Recreation Area	Project Status: Reconstruction						
County: Madison	District/Resource Area Office: Butte/Dillion	General Location: 40 miles west of Bozeman, Montana.						
Land Use/Activity Plan Name and Citation: Dillion RMP and Bear Trap Canyon Wilderness Management Plan								
Project Description: This project consists of reconstructing the Warm Springs day-use and boat launching facility. The project will construct a parking lot with vehicle barriers, a gravel boat launching and take out area, concrete plank boat ramp, and landscaping. The sanitation facilities are scheduled for construction in 1994.								
Why is project important and how does it help BLM accomplish our mission: The Warm Springs day-use access site on the Madison River provides access to the northern end of the Bear Trap Canyon Wilderness and the Madison River for boating. The Madison River has national importance as a blue ribbon trout fishery, for white water rafting, and for its scenic and recreational opportunities, including wilderness. The area receives over 30,000 visitors annually. On popular weekends the area will see between 150 to 250 people per day. This project supports rural economic development in a depressed area. This project supports Recreation 2000, Fish and Wildlife 2000, recreational fishing initiatives, recreational partnerships, and protection of Wilderness resources. All facilities will be accessible to the disabled. Upon completion of the construction, both sites will become fee collection areas. This effort would reduce BLM maintenance backlog.								
List each phase down to lowest practical options and include costs breakdown: This project is phased and is considered an on-going project. <table style="width: 100%; border: none;"> <tr> <td style="width: 60%;">Phase 1 Sanitary facilities</td> <td style="width: 40%; text-align: right;">\$135,000 (FY 1994)</td> </tr> <tr> <td>Phase 2 • engineering support and inspection</td> <td style="text-align: right;">\$11,000 (FY 1995)</td> </tr> <tr> <td>• Reconstruction of above facilities</td> <td style="text-align: right;">\$89,000 (FY 1995)</td> </tr> </table>			Phase 1 Sanitary facilities	\$135,000 (FY 1994)	Phase 2 • engineering support and inspection	\$11,000 (FY 1995)	• Reconstruction of above facilities	\$89,000 (FY 1995)
Phase 1 Sanitary facilities	\$135,000 (FY 1994)							
Phase 2 • engineering support and inspection	\$11,000 (FY 1995)							
• Reconstruction of above facilities	\$89,000 (FY 1995)							
Project phasing and costs were developed on what level of planning: Survey & Design was done at the District level.								
Outyear Operations costs (by program): Slightly less present expenses		Requested funding: \$100,000						
Outyear Maintenance costs: \$1,000		Total estimated cost of project: \$235,000						
Is project part of Maintenance backlog: Yes								

❖1995 BLM Construction Project Descriptions❖

<i>State:</i> New Mexico	<i>Project Name:</i> Fort Craig and Fort Cummings	<i>Project Status:</i> Reconstruction and New								
<i>County:</i> Socorro, Luna	<i>District/Resource Area Office:</i> Las Cruces and Socorro	<i>General Location:</i> Southern NM								
<i>Land Use/Activity Plan Name and Citation:</i> Las Cruces & Socorro land use plans										
<i>Project Description:</i> This project consists of completion of the host facilities for the two Forts and doing the A&E design for a proposed new international visitors center with multi-agency participation.										
<i>Why is project important and how does it help BLM accomplish our mission:</i> The "Boots and Saddles" initiative is a plan to protect, restore, and interpret historic military sites in New Mexico. In the House Committee Report accompanying the 1992 Interior and Related Agencies Appropriation Act, (HR 102-116), BLM was directed to prepare a study of the seven historic forts in New Mexico and to develop alternatives for interpreting and preserving them encompassing common themes. Fort Cummings and Fort Craig, are located on lands administered by BLM and are very popular recreational sites in New Mexico because of their significant in the early settlement of the State. The BLM proposed international visitors center would be assessed against other budget priorities after completion of the A&E design and before additional funds are requested for construction.										
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table style="width: 100%; border: none;"> <tr> <td style="padding-left: 20px;">Phase 1 - FY 93-94 development of host facility - on-going.</td> <td style="text-align: right; padding-left: 20px;">\$ 505,000</td> </tr> <tr> <td style="padding-left: 20px;">Phase 2 - FY 95 Complete host facilities.</td> <td style="text-align: right; padding-left: 20px;">\$ 100,000</td> </tr> <tr> <td style="padding-left: 40px;">A&E for new international visitors center</td> <td style="text-align: right; padding-left: 20px;">\$ 100,000</td> </tr> <tr> <td style="padding-left: 20px;">Phase 3 - Future BLM portion of construction of the VC and access road stabilization</td> <td style="text-align: right; padding-left: 20px;">\$2,595,000</td> </tr> </table> <i>Non-BLM portion of Cost (USF&WS, State, & Mexico) \$5,505,000</i> <i>Total cost of project for the International Visitor Center is \$8,000,000</i>			Phase 1 - FY 93-94 development of host facility - on-going.	\$ 505,000	Phase 2 - FY 95 Complete host facilities.	\$ 100,000	A&E for new international visitors center	\$ 100,000	Phase 3 - Future BLM portion of construction of the VC and access road stabilization	\$2,595,000
Phase 1 - FY 93-94 development of host facility - on-going.	\$ 505,000									
Phase 2 - FY 95 Complete host facilities.	\$ 100,000									
A&E for new international visitors center	\$ 100,000									
Phase 3 - Future BLM portion of construction of the VC and access road stabilization	\$2,595,000									
<i>Project phasing and costs were developed on what level of planning:</i> District engineer estimates										
<i>Outyear Operations costs (by program):</i> Cultural \$60,000		<i>Requested funding:</i> \$200,000 (phase 2)								
<i>Outyear Maintenance costs:</i> \$60,000		<i>Total estimated cost of project to BLM:</i> \$3,300,000								
<i>Is project part of Maintenance backlog:</i> No										

**♦Bureau of Land Management
Comprehensive Construction Table
FY 1995 Budget♦**

Project Title (State)	Rank	Do we Own Land?	Total Est. Cost	Total Approp. Thr 94	Advance Plan- ning Portion	Project Plan- ning Portion	Con- struct. Portion	Can Phase or phase more	Est. Award Date	Will 95 \$ compl?	Post 95 Needs
	#	(Y/N)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(Y/N)	(1-4)	(Y/N)	(\$000)
Engineering design and contract support	1	—	235	—	—	225	-	Y	—	—	—
Gunnison Gorge SRMA CO	2	Y	225	0	Done	Done	225	N	3	Y	0
Huckleberry Campground ID	0	Y	575	0	Done	Done	325	N	3	N	250
Forts Craig and Cummings NM	0	Y	3,300	505	Done	100	100	Y	4	N	2,595
Under ground storage tank removal AK	0	Y	505	0	Done	Done	100	Y	4	Y	0
San Miguel River SRM-A/ACEC CO	6	Y	505	0	Done	Done	100	Y	2/3	Y	0
Lake Havasu Fisheries Improvement Project AZ	0	Y	105	0	Done	Done	100	N	3	Y	0
Black Sands Beach CA	0	Y	250	0	Done	25	225	N	4	Y	0
Willow Placer Campground, Merced River CA	0	Y	185	0	Done	25	160	N	4	Y	0
Cottonwood Recreation Area ID	10	Y	1,000	0	Done	Done	100	Y	3	N	700
Warm Spring Recreation Area MT	10	Y	235	0	Done	11	89	Y	3	Y	0
Colorado River Sanitation facilities CO	12	Y	180	0	Done	Done	180	Y	3/4	Y	0

Justification of Program and Performance

Activity: Access

Table XVII Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	1,367	-241	0	1,126	-241
<i>FTE</i>	24	-1	0	23	-1

◆Authorizations◆

The Federal Land Policy and Management Act of 1976, (43 U.S.C. 1701, 1715, 1716) authorizes the Secretary of the Interior to manage Public Land on a multiple-use basis and to acquire by purchase, exchange, donation or eminent domain, access to Public Land such as easements.

The Timber Access Road Act of July 26, 1955, (69 Stat. 374) authorizes acquiring access to timber roads.

The Act of August 1, 1888 as amended, (40 U.S.C. 257) provides condemnation authority.

◆Objectives◆

The objectives of this program are to:

- provide public access to Federal lands for appropriate uses by acquiring the necessary legal rights (easements for road and trail access) over non-Federal lands that are essential to implement planned BLM resource management programs; and
- provide access to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system segments,

designated wilderness areas, wilderness study areas, and wild and scenic rivers).

◆1995 Program◆

Approximately 32 million acres of Public Land are unavailable for public use due to the lack of legal access. Because of the checkerboard and intermingled land ownership patterns in many parts of the west, these Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners. In many cases, it is necessary for BLM to acquire legal access to Public Land through the surrounding non-Federal lands to provide public access and/or to manage the mineral, energy, timber, wildlife, and rangeland resources of the Public Land.

To obtain access, the BLM must analyze the alternatives, evaluate the impacts of the most suitable route, survey to locate the existing or proposed road, develop a legal description, conduct a title search, appraise the easement, and negotiate with the landowner the terms of the easement. The terms of the easement are especially important where heavy use of the road

for commercial purposes, such as timber hauling or recreational access is involved. Most public requests for additional access are received from recreational users wanting greater availability of the Public Land for hunting, fishing, camping, or other non-commercial uses.

The BLM *Recreation 2000* strategy identifies access needs for recreational use as a significant issue to be resolved. Access to the Public Land for recreation use is becoming increasingly important. As recreation use and populations increase, the problem becomes more complex. Landowners adjacent to the Public Land are closing access to some areas of the Public Land which have been heavily used in the past. Additionally, as larger ranches are sold and subdivided the number of easements needed for Public Land access increases.

An estimated total of 13,000 easements are needed to provide adequate access to isolated Public Land properties. The BLM is has been acquiring about 150 easements annually over the past decade. Field offices are working to provide public access to those areas that offer the greatest recreation and tourism opportunities and for administering the commodity related programs

(i.e. timber, grazing, etc.). Since FLPMA repealed all the settlement authorities and required retention of the Public Land, it is important to provide public access to those lands to realize the multiple-use benefits from the Public Land. The lack of access to Public Land results in lawsuits, condemnation actions, threats and even shooting incidents. In some cases, restricted private roads are the only access to large blocks of Public Land, which effectively locks out all public users. In 1995, an estimated 130 easements will be acquired, a reduction of 10 easements from the 1994 Enacted level.

Easements to be acquired would be consistent with land use plan decisions. About 100 of the planned easements will be for multiple-use purposes (for example recreation, range, or wildlife), and 50 easement acquisitions will predominantly facilitate forestry activities on the Public Land. This is a shift in emphasis from past years. Commodity easements are declining due to endangered species or other resource management conflicts and recreational access is becoming the increased demand. Recreational access requires permanent exclusive easements where commodity use is typically temporary and non-exclusive. According, the cost for recreational easements are considerably higher resulting in a noticeable drop in the number of easements planned to be accomplished.

Table XVIII Access Program Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Changes From 1994 (+/-)
Easement acquired (#)	224	140	130	-10

Summary of Requirements by Object Class
(Dollars in Thousands)

Appropriation: Construction and Access

Identification code: 14-1110-0-1-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
BUREAU OF LAND MANAGEMENT								
Personnel compensation:								
11.1 Full-time permanent.....		1,410		-226		0		1,184
11.3 Other than full-time permanent.....		76		-6		0		70
11.5 Other personnel compensation.....		39		1		0		40
11.9 Total personnel compensation.....	42	1,525	-11	-231	0	0	31	1,294
12.1 Civilian personnel benefits.....		305		-19		-24		262
21.0 Travel and transportation of persons.....		130				-17		113
22.0 Transportation of things.....		80				-20		60
23.3 Communications, utilities, and miscellaneous charges.....		30				10		40
24.0 Printing and reproduction.....		10				25		35
25.2 Other services.....		1,800		-1169		270		901
26.0 Supplies and materials.....		200				73		273
31.0 Equipment.....		100				0		100
32.0 Land and structures.....		6,287		-7912		2483		858
99.0 Total obligations.....	42	10,467	-11	-9331		2800	31	3,936

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code: 14-1110-0-1-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
Direct program:			
00.01 Construction projects.....	13,059	9,100	2,800
00.02 Access and easement acquisition.....	1,354	1,367	1,136
10.00 Total obligations.....	14,413	10,467	3,936
Financing:			
17.00 Recovery of prior year obligations.....	(145)	---	---
21.40 Unobligated balance available, start of year.....	(13,530)	(14,938)	(14,938)
24.40 Unobligated balance available, end of year.....	14,938	14,938	14,938
39.00 Budget authority	15,676	10,467	3,936
Budget authority:			
40.00 Appropriation.....	15,810	10,467	3,936
40.75 Reduction pursuant to P.L. 102-381	(134)	---	---
43.00 Appropriation (total).....	15,676	10,467	3,936
Relation of obligations to outlays:			
71.00 Total obligations.....	14,413	10,467	3,936
72.40 Obligated balance, start of year.....	2,400	8,634	6,029
74.40 Obligated balance, end of year.....	(8,634)	(6,029)	(6,029)
78.00 Adjustments in unexpired accounts.....	(145)	---	---
90.00 Outlays.....	8,034	13,072	3,936

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code: 14-1110-0-1-302	1993 actual	1994 enacted	1995 estimate
BUREAU OF LAND MANAGEMENT			
Personnel compensation:			
11.1 Full-time permanent.....	2,259	1,410	1,184
11.3 Other than full-time permanent.....	122	76	70
11.5 Other personnel compensation.....	62	39	40
11.9 Total personnel compensation.....	2,443	1,525	1,294
12.1 Civilian personnel benefits.....	489	305	262
21.0 Travel and transportation of persons.....	123	130	113
22.0 Transportation of things.....	82	80	60
23.3 Communications, utilities, and miscellaneous charges.....	33	30	40
24.0 Printing and reproduction.....	4	10	35
25.2 Other services.....	2,396	1,800	901
26.0 Supplies and materials.....	172	200	273
31.0 Equipment.....	55	100	100
32.0 Land and structures.....	8,616	6,287	858
99.0 Total obligations.....	14,413	10,467	3,936

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code: 14-1110-0-1-302	1993 actual	1994 enacted	1995 estimate
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	42	42	31
Full-time equivalent of overtime and holiday hours.....	1	---	---

Appropriation: Payments in Lieu of Taxes

Appropriation Language Sheet

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), \$104,108,000, of which not to exceed \$400,000 shall be available for administrative expenses.

(31 U.S.C. 6901-6907; P.L. 103-138, Department of the Interior and Related Agencies Appropriations Act, 1994.)

Appropriation Language Citations

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07),
[~~\$105,000,000~~] *\$104,108,000*,

31 U.S.C. 6901-07

The Payments in Lieu of Taxes Act of 1976 as amended, 31 U.S.C. 6901-07 authorizes and directs the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. of which not to exceed \$400,000 shall be available for administrative expenses.

P.L. 102-381

P.L. 102-381, Department of the Interior and Related Agencies Appropriations Act, 1993, authorizes the use of \$400,000 for administrative expenses.

Summary of Requirements
(dollars in thousands)

Appropriation: Payments in Lieu of Taxes

	FTE	Amount
President's Budget, 1994	3	104,108
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	0
Total Requirements (1995 Request)	3	104,108

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-)	
	Actual		Enacted To Date		Changes (+/-)		Changes		Budget Request		from 1994	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Payments in Lieu of Taxes	2	104,108	3	104,108	0	0	0	0	3	104,108	0	0
TOTAL APPROPRIATION	2	104,108	3	104,108	0	0	0	0	3	104,108	0	0

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Payments in Lieu of Taxes

Table I Activity Summary (\$ 000s).

Activity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	104,108	104,108	0	0	104,108	0
6 FTE	2	3	0	0	3	0

❖Authorization❖

The *Payments In-Lieu of Taxes (PILT) Act of 1976, as amended (31 U.S.C. 6901-6907)* authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land is located.

❖Objectives❖

The objectives of this program are to:

- determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- make payments, to the extent that funds are available, to all qualified recipients.

❖1995 Program❖

The 1995 Budget request for the PILT program is \$104,108,000, the same as the 1994 Enacted level. This level will provide payments to counties and other appropriate units of general local government as authorized under 31 U.S.C. 6901-6907.

31 U.S.C. 6901-6907 provides for payments to units of local general government (e.g., counties) which contain certain Federally-owned lands within their boundaries. These payments are designed to supplement other Federal land revenue sharing payments that county governments may be receiving. PILT funds may be used by the recipients for any governmental purpose. The PILT appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

31 U.S.C. 6901-6907 authorizes several types of annual payments to be made to eligible units of local government.

"Entitlement Land" Payments (31 U.S.C. 6901)

Payments to eligible units of local government are made, under one of two alternative procedures authorized by 31 U.S.C. 6901, based on the number of acres of "entitlement lands" within the county or other eligible unit of government. "Entitlement lands" consist of lands in the National Forest System and the National Park System; lands administered by the Bureau of Land Management (except for the revested Oregon & California Grant Lands, and the reconveyed Coos Bay Wagon Road Lands, both of which are addressed by separate revenue sharing laws); lands

dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of Engineers; and, effective in 1979, National Wildlife Refuge areas withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to the United States by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

Under this provision, the PILT amount paid to the eligible recipients is determined by the higher calculation resulting from either of the following two alternative procedures:

- *Seventy-five cents* for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year is deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local general government and are not deducted from the amount to be paid to the unit. The 11 Federal land payment laws that are considered in making this computation are as follows:

- *Department of Agriculture Appropriations Act of 1908*, (35 Stat. 251, 16 U.S.C. 500);
- *Enabling Act of 1910 for Arizona and New Mexico*, (36 Stat. 557);
- *Mineral Leasing Act of 1920* (Section 35), (41 Stat. 450, 30 U.S.C. 191);
- *Federal Power Act of 1920* (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

- *Taylor Grazing Act of 1934* (Section 10), (43 U.S.C. 315j);

- *Bankhead-Jones Farm Tenant Act* (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

- *The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota*, (62 Stat. 570, 16 U.S.C. 577g);

- *The Act of June 22, 1956, to amend the Act of June 22, 1948*, (70 Stat. 366, 16 U.S.C. 355);

- *Mineral Leasing Act for Acquired Lands of 1947* (Section 6), (61 Stat. 915, 30 U.S.C. 355);

- *Material Disposal Act of 1947* (Section 3), (61 Stat. 681, 30 U.S.C. 603); and

- *Refuge Revenue Sharing Act of 1978*, (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the BLM each year by the Governor of each State or his delegate.

or,

- *Ten cents* for each acre of "entitlement land" within the boundaries of the unit of government without any deductions made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Any payment made for "entitlement lands" is subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita for populations up to 5,000 and going to \$20 per capita at between 49,000 and 50,000 population with a maximum payment of \$1,000,000. Under the first Alternative method of calculation, if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, the reductions for other Federal land payments received are made from the ceiling amount, not from the amount derived by multiplying 75 cents per acre.

Section 6904 Payments

Under 31 U.S.C. 6904, payments are also authorized for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal government. Payments under this section are made in addition to payments for entitlement lands under 31 U.S.C. 6901. The payments are based on one percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

Federal payments of \$100 or more made under Section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal government.

Section 6905 Payments

Under 31 U.S.C. 6905, payments are authorized for any lands or interests in lands owned by the Federal government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal government.

Administrative Expenses

Up to \$400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with Congress and other Federal land-managing agencies, communications with State officials and counties which receive payments, and the cost of salaries, expenses and ADP services needed to compute alternative payment calculations and the final disbursement schedule sent to Treasury.

Table II Summary of Payments to Eligible Units of Government By State, BLM.

<i>State/Territory</i>	<i>1993 Payment</i>	<i>State/Territory</i>	<i>1993 Payment</i>
Alabama	\$ 139,175	Montana	8,239,592
Alaska	4,347,805	Nebraska	351,861
Arizona	8,696,248	Nevada	6,716,988
Arkansas	1,257,446	New Hampshire	94,332
California	10,459,027	New Jersey	40,730
Colorado	6,285,256	New Mexico	10,595,126
Connecticut	18,850	New York	35,205
Delaware	9,576	North Carolina	1,269,779
District of Columbia	49,513	North Dakota	549,463
Florida	1,281,825	Ohio	203,047
Georgia	699,913	Oklahoma	783,600
Guam	895	Oregon	2,843,000
Hawaii	9,950	Pennsylvania	211,044
Idaho	7,379,289	Puerto Rico	22,292
Illinois	313,252	South Carolina	302,709
Indiana	212,652	South Dakota	1,228,642
Iowa	127,815	Tennessee	472,483
Kansas	337,818	Texas	1,309,563
Kentucky	506,096	Utah	8,885,822
Louisiana	156,088	Vermont	243,975
Maine	95,200	Virgin Islands	10,918
Maryland	41,157	Virginia	1,102,214
Massachusetts	52,865	Washington	4,034,049
Michigan	1,179,441	West Virginia	739,525
Minnesota	718,539	Wisconsin	411,283
Mississippi	327,514	Wyoming	6,789,331
Missouri	1,015,777	<i>Total</i>	103,205,555

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Payments in Lieu of Taxes

Identification code 14-1114-0-1-806	1994 Enacted		Uncontrollable A Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Personnel compensation:								
11.1 Personnel compensation, full-time permanent.....	3	101					3	105
12.1 Civilian personnel benefits.....		26						27
23.0 Rent, communications, and utilities.....								
25.2 Other services.....		260						255
26.0 Supplies and materials.....		5						5
31.0 Equipment.....								
41.0 Grants, subsidies, and contributions.....		103,716						103,716
99.9 Total obligations.....	3	104,108					3	104,108

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

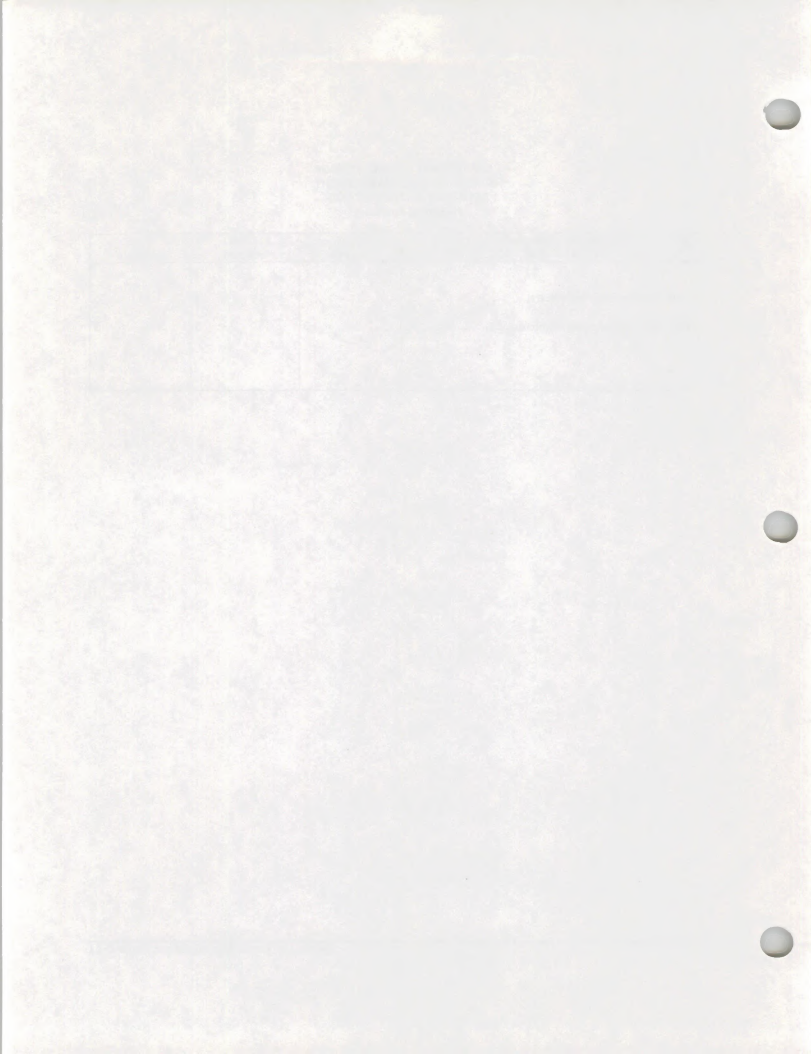
Identification code: 14-1114-0-1-806	1993 actual	1994 enacted	1995 estimate
Personnel compensation:			
11.1 Personnel compensation, full-time permanent.....	177	101	105
12.1 Civilian personnel benefits.....	24	26	27
23.0 Rent, communications, and utilities.....	28		
25.2 Other services.....	154	260	255
26.0 Supplies and materials.....	16	5	5
31.0 Equipment.....	2		
41.0 Grants, subsidies, and contributions.....	103,523	104,037	103,716
99.9 Total obligations.....	103,924	104,429	104,108

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code: 14-1114-0-1-806	1993 actual	1994 enacted	1995 estimate
Program by activities:			
10.00 Total obligations.....	103,924	104,429	104,108
Financing:			
17.00 Recovery of prior year obligations.....	(267)	---	---
21.40 Unobligated balance available, start of year.....	130	(321)	---
24.40 Unobligated balance available, end of year.....	321	---	---
25.00 Unobligated balance expiring.....	---	---	---
39.00 Budget authority.....	104,108	104,108	104,108
40.00 Appropriation.....	104,108	104,108	104,108
43.00 Appropriation (total).....	104,108	104,108	104,108
Relation of obligations to outlays:			
71.00 Total obligations.....	103,924	104,429	104,108
72.40 Obligated balance, start of year.....	251	421	---
74.40 Obligated balance, end of year.....	(421)	---	---
78.00 Adjustments in expired accounts.....	-267	---	---
90.00 Outlays.....	103,487	104,850	104,108

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code: 14-1114-0-1-806	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	3	3	3



Appropriation: Land Acquisition

Appropriation Language Sheet

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, [\$12,122,000] \$21,173,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

(16 U.S.C. 460l, 16 U.S.C. 460y, 43 U.S.C 1715, 1716, 1718; PL 103-138, Department of the Interior and Related Agencies Appropriations Act, [1993] 1994.)

Appropriation Language Citations

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, [512,122,000] \$21,173,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 460l,
16 U.S.C. 460y,
43 U.S.C. 1715, 1716, 1718,
P.L. 103-138

16 U.S.C. 460l provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area and are to remain available until expended.

16 U.S.C. 460y authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area.

43 U.S.C. 1715, 1716, and 1748 authorize the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain, when such actions are in the public interest.

P.L. 103-138, *The Department of the Interior and Related Agencies Appropriation Act of 1994* provides funding for BLM programs.

Summary of Requirements
(dollars in thousands)

Appropriation: Land Acquisition

	PTE	Amount
President's Budget, 1994	35	12,122
Summary of Uncontrollable and Related Changes*	PTE	Amount
FTE Usage Reduction	-7	(250)
One Time 1993 Acquisition Projects	-28	(10,700)
Additional Cost in 1994 of the January 1993 Pay Raise	0	0
CSRS/FERS Retirement Cost	0	0
Total Uncontrollable Changes	(35)	(11,049)
Program Changes (detailed below)	78	20,100
Total Requirements (1995 Request)	78	21,173

	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-) from 1994	
	Actual	PTE Amount	Enacted To Date	PTE Amount	Changes (+/-)	PTE Amount	Changes PTE/Amount	PTE Amount	Budget Request	PTE Amount	PTE Amount	PTE Amount
Acquisitions	33	21,441	32	10,845	(32)	(10,816)	32	15,100	32	15,129	0	4,284
Special Appropriation												
Udall Foundation	0	4,958	0	0	0	0	0	0	0	0	0	0
Acquisition Management	29	1,397	3	1,277	(3)	(233)	46	5,000	46	6,044	43	4,767
Transfers	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL APPROPRIATION	62	27,796	35	12,122	(35)	(11,049)	78	20,100	78	21,173	43	9,051

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Uncontrollable Changes

Table I Justification of Uncontrollable Cost Changes, Land Acquisition (\$ 000s).

	1994 Enacted	1995 Change
Cost Savings in 1995 Due to the Implementation of Executive Order 12839 Requiring Reductions in Agency FTE Usage Over Three Years and Additional Reduction to Reach Longer Term Federal FTE Usage Goals Set by the President.	-2/-552	-7/-250
The adjustment is for the cost savings associated with the Bureau's share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995, and by 252,000 by the end of 1999.		
Additional cost in 1995 of the January 1994 Locality Pay Raises - Absorbed	[\$35]	[\$20]
The amount displayed in brackets represents the additional costs of funding the entire January 1994 locality pay increase for GS-series employees and the associated pay rate changes made in other pay series. Three quarters of this amount has been absorbed in the 1994 program, and one-quarter will be absorbed in the 1995 program.		
Other Uncontrollable Cost Changes:		
Reduction for one-time acquisition projects	-\$10,799	-\$10,799
The adjustment is a reduction for a one-time funding for land acquisition projects made in FY 1994.		
Total, Uncontrollable Cost Changes (FTE / \$)		-7/-11,049

❖Analysis of Budgetary Resources❖

Table II Analysis of Budget Resources, Land Acquisition (14-5033-0-2-302), Bureau of Land Management (\$ 000s).

	1993 Enacted	1994 Enacted To Date	1995 Budget Request	Changes From 1994 (+/-)
Land Acquisition Account Total				
<i>BA available for obligation:</i>				
<i>Appropriation</i>	28,034	12,122	21,173	+9,051
<i>Reduction (PL 102-154, 102-381)</i>	-238	0	0	0
<i>Unoblig. bal. brought forward</i>	21,827	22,669	11,704	+10,965
<i>Transferred from other accounts</i>	0	0	0	0
<i>Recovery of prior year oblig.</i>	39	0	0	0
<i>Total BA available</i>	49,662	34,791	32,877	-1,914
<i>Less: obligations</i>	26,993	-23,087	-18,533	+4,554
<i>Unoblig. bal. brt. forward</i>	22,669	11,704	14,344	+2,640
FTE	62	35	78	+43

Table III Analysis of Budget Resources, Special Appropriation, Bureau of Land Management (\$ 000s).

	1993 Enacted	1994 Enacted To Date	1995 Budget Request	Changes From 1994 (+/-)
Special Appropriation - Udall Foundation				
<i>BA available for obligation:</i>				
<i>Appropriation</i>	5,000	0	0	0
<i>Reduction (PL 102-381)</i>	-42	0	0	0
<i>Unoblig. bal. brt. fwd.</i>	0	0	0	0
<i>Transferred from other accounts</i>	0	0	0	0
<i>Recovery of prior year oblig.</i>	0	0	0	0
<i>Total BA available</i>	4,958	0	0	0
<i>Less: Obligations</i>	4,958	0	0	0
<i>Unoblig. bal. brt. fwd.</i>	0	0	0	0
FTE	0	0	0	0

❖Analysis of Budgetary Resources❖

Table IV Analysis of Budget Resources, Land Acquisition (\$000s).

	1993 Enacted	1994 Enacted To Date	1995 Budget Request	Changes From 1994 (+/-)
Acquisition Management				
<i>BA available for obligation:</i>				
<i>Appropriation</i>	1,409	1,277	6,044	+4,767
<i>Reduction (PL 102-154, 102-381)</i>	-12	0	0	0
<i>Unoblig. bal. brt. fwd.</i>	470	0	0	0
<i>Transferred from other accounts</i>	0	0	0	0
<i>Recovery from prior year oblig.</i>	0	0	0	0
<i>Total B.A. available</i>	1,867	1,277	6,044	+4,767
<i>Less: obligations</i>	-1,867	-1,277	-6,044	-4,767
<i>Unoblig. bal. brt. fwd.</i>	0	0	0	0
<i>FTE</i>	33	3	46	+43

Table V Analysis of Budget Resources, Land Acquisition Projects (\$ 000s).

	1993 Enacted	1994 Enacted To Date	1995 Budget Request	Changes From 1994 (+/-)
Land Acquisition Projects				
<i>BA available for obligation</i>				
<i>Appropriation</i>	21,625	10,545	15,129	+4,284
<i>Reduction (PL 102-154, 102-381)</i>	-184	0	0	0
<i>Unoblig. bal. brt. fwd.</i>	21,357	22,669	11,704	-10,965
<i>Transferred from other accounts</i>	0	0	0	0
<i>Recovery of prior year oblig.</i>	39	0	0	0
<i>Total BA available</i>	42,837	33,514	26,833	-6,681
<i>Less: obligations</i>	-20,168	-21,810	-12,489	+9,321
<i>Unoblig. bal. brt. fwd.</i>	22,669	11,704	11,704	0
<i>FTE</i>	29	32	32	0

Justification of Program and Performance

Appropriation: Land Acquisition

Table VI Activity Summary, Land Acquisition Appropriation (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Acquisition	21,441	10,845	-10,816	+15,100	15,129	+4,284
Special Appropriation Udall Foundation	4,958	0	0	0	0	0
Acquisition Management	1,397	1,277	-233	+5,000	6,044	+4,767
Total	28,034	12,122	-11,049	+20,100	21,173	+9,051

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1715, 1748(d)) provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (§205); in exercising this authority, appropriations from the Land and Water Conservation Fund (LWCF) may be used to purchase lands which are primarily of value for outdoor recreation purposes (§318(d) of FLPMA).

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460), authorizes planning, acquisition, and development of needed land and water areas and facilities; in exercising this authority, appropriated funds from the LWCF may be used for such acquisition to assist in preserving, developing, and assuring accessibility for the benefit of present and future citizens of the United States of America.

The King Range National Conservation Area Act of 1970, as amended (16 U.S.C. 460(y)), authorizes

acquiring lands or interests in lands, within the King Range NCA area and selected adjacent lands.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

The Arkansas-Idaho Land Exchange Act of 1992 (P.L. 102-584), authorizes an exchange of lands that will provide environmental and economic benefits to the States of Arkansas and Idaho.

❖Objectives❖

The objectives of the land acquisition program are to:

- carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands;
- support the Administration's initiatives relating to natural resource and environmental infrastructure by:

- supporting Biodiversity and "Fish and Wildlife 2000" by acquiring wildlife habitat, and riparian-wetland areas; and

- supporting "Recreation 2000" by acquiring lands with recreational opportunities including wilderness inholdings and cultural resources or access to public lands offering these values;

- increase public land management efficiency through consolidation of public land in manageable areas;

- improve management of ecosystems by increasing protection of their sensitive natural resources through habitat and resource acquisition; and

- secure key properties necessary to protect endangered species, promote biological diversity or protect lands containing scarce or critical resources.

◆1995 Program◆

Funds received by the Land Acquisition Activity provide opportunities to adjust the public land ownership patterns to improve its manageability and to acquire properties which contain special values that benefit the public through their acquisition. Funds are available until spent.

Types of acquisitions include easements, exchanges, and purchases. The preferred method of acquisition is exchange but it is sometimes necessary to acquire properties by purchase. Funds also are used to pay for the processing actions necessary to complete land acquisition. It covers costs associated with title research, appraisals, project planning, surveys, program coordination with other program areas and with local governments and private parties as well as administrative support services necessary for the land acquisition program.

Many of the Congressionally approved projects have received multi-year funding. Carryover funds for some of the other projects funded in prior years will allow continued acquisition work.

◆Acquisitions◆

New appropriations for the proposed land acquisition projects listed in the following table are requested for 1995. Emphasis will be on the use of land exchanges as the preferred method of acquiring lands to meet the Administration's initiatives, especially the protection and enhancement of wetlands and riparian areas.

Table VII 1995 Land Acquisition Projects

PROJECT	STATE	COST (\$000s)
San Pedro National Conservation Area	AZ	1,000
Upper Missouri River	MT	1,794
Unaweep/Tabeguache Backcountry Byway	CO	2,000
South Fork Snake River	ID	140
Upper Sacramento River	CA	1,000
Lower Salmon River Corridor	ID	3,000
Oregon Trail	OR	125
Arizona Wilderness	AZ	1,260
Blackfoot River Corridor	MT	750
Chilly Slough	ID	260
Idaho Lands	ID	1,500
Criterion Ranch	OR	1,300
Emergency, Hardship, & Inholding Acquisitions	BLM-wide	1,000
TOTAL		\$15,129

Each of these projects is discussed in the following pages.

1995 Land Acquisition Projects:

BUREAUWIDE
Emergency/Hardship/Inholding Acquisition: \$1,000,000
These funds provide for the acquisition of tracts within designated recreation/conservation areas which become available for acquisition upon short notice. Acquisitions of these lands will prevent development or uses which may adversely impact resource values in the designated area and facilitate implementation of the management objectives for the area. This funding will also enable the agency to take advantage of "windows of opportunity" by acquiring important tracts as they become available or where potential conflicting property uses threaten resource values within a designated area.

Project 1. San Pedro Riparian National Conservation Area

ARIZONA		Cochise County		Congressional District 5	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$1,047,000	\$1,000,000	\$7,700,000	\$200,000 (annual)	\$9,700,000 (over 10 years)
Acres	1,298	320	4,580	N/A	4,580

Description: The purpose of this project is to consolidate federal ownership within the San Pedro Riparian National Conservation Area (RNCA). The Arizona-Idaho Conservation Act of 1968 established the RNCA to protect the riparian area and the aquatic, wildlife, archaeological, paleontological, scientific, cultural, educational, and recreational resources of lands surrounding the San Pedro River. The proposed acquisitions will prevent future conflicting uses and development of the Conservation Area. BLM manages a nearly contiguous stretch of approximately 35 miles of the river.

The San Pedro River is one of the last free-flowing rivers in the desert southwest. It is a major migratory corridor for many species of neotropical birds. For its size, the conservation area has the highest known diversity of birdlife of any non-coastal area in the United States; 381 species of birds have been observed in or adjacent to the RNCA. The primary vegetation communities of concern are the mesquite bosque and cottonwood willow forest types which are found only in well watered areas of the desert such as the RNCA.

The RNCA preserves many important historical features. The Presidio Santa Cruz de Terrenate, a Spanish fort abandoned in 1780, has been interpreted for the public. The Lehner Mammoth Kill Site and Murray Springs Clovis Site, holding a wealth of the prehistoric hunting artifacts of man, have been excavated and interpreted. The Fairbanks Mercantile, a relic of old west commerce, is also being preserved for the public on the RNCA.

Project 2. Upper Missouri National Wild & Scenic River

MONTANA		Fergus, Choteau Counties		Congressional District 1	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$1,569,566	\$2,600,000	\$3,320,000	\$80,000 (annual)	\$4,120,000 (over 10 years)
Acres	6,100	17,348	17,248	N/A	17,248
<i>Description:</i> The purpose of this project is to acquire several important properties essential to good river management along the Upper Missouri National Wild and Scenic River, and the Lewis and Clark National Historical Trail. These properties include part of the Judith River and important scenic, ecological, historical, cultural, wildlife and recreational resources, as well as key access points. They are identified in the West Hiline Resource Management Plan of 1988 and the Upper Missouri National Wild and Scenic River Plan Update of 1993. The Judith River is one of the last free-flowing rivers on the Great Plains and contains a fully functioning riparian ecosystem. In addition to improved access to the River, BLM has entered into discussions regarding the development of cooperative wildlife enhancing projects for upland game birds and waterfowl.					

Project 3. Unaweep / Tabaguache Byway

COLORADO		Mesa County		Congressional District 8	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$2,000,000	\$2,000,000	\$100,000 est. (annual)	\$3,000,000 (over 10 yrs.)
Acres	0	2,677	2,677	N/A	2,677
<i>Description:</i> The purpose of this project is to acquire lands having high quality resource values to prevent degradation similar to that occurring from development on nearby private lands. The Unaweep/Tabaguache Scenic and Historic Byway extends 158 miles from Whitewater to Placerville, Colorado. The Craig/Unaweep Ranch property provides some of the most spectacular scenery along the byway. Unaweep Canyon is a massive canyon 1,500 to 3,500 feet deep, occupying what once was the ancestral channel of the Gunnison and possibly Colorado Rivers. In addition to the impressive landscape, the Unaweep property offers several other significant and sensitive resources including: important deer and elk winter habitat, about 3 miles of highly productive trout stream, numerous riparian and wetland areas that could be improved and expanded, habitat for the endangered Peregrine Falcon, recreation access to adjacent BLM and National Forest lands, and interesting cultural features such as the historic Driggs "Mansion".					

Project 4. South Fork Snake River

IDAHO		Bonneville, Jefferson Counties		Congressional District 2	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$780,000	\$140,000	\$1,750,000	\$40,000 (annual)	\$2,150,000 (over 10 years)
Acres	955	200	2,000	N/A	2,000
<i>Description:</i> The purpose of this project is to acquire key properties along the South Fork Snake River. Acquisition of key property will benefit both the ecosystem and public use and enjoyment. According to the U. S. Fish and Wildlife Service, the South Fork Snake River is the best cottonwood/riparian ecosystem remaining in the western United States. It is considered one of Idaho's most important ecosystems; it fledges over one-half of Idaho's bald eagles, and supports a trophy trout fishery. Current acquisitions have focused on the canyon stretch of the river. However, significant acquisition needs are developing on both the upper and lower portions of the river since subdivisions and other developments incompatible with the natural character of the river area are proposed there.					

Project 5. Upper Sacramento River

CALIFORNIA		Tehama County		Congressional District 2	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$3,247,000	\$1,000,000	\$16,000,000	\$125,000 (annual)	\$17,250,000 (over 10 years)
Acres	4,379	1,865	26,420	N/A	26,420
<i>Description:</i> The purpose of this project is to acquire significant riparian areas to preclude imminent development. Acquisitions within the Sacramento River Management Area contribute to ecosystem management objectives of restoring native riverine habitats and sensitive plant and animal species. The project area provides habitat for a large variety of plant and animal species. A listed endangered plant species (<i>Orcuttia tenuis</i>) is found in its vernal pools and the area receives winter use by bald eagles. The property will provide the public with a quality recreation experience, while protecting threatened and endangered plant and animal species.					

Project 6. Lower Salmon River

IDAHO		Idaho, Lewis, Nez Perce Counties		Congressional District 1	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$755,000	\$3,500,000	\$7,500,000	\$50,000 est. (annual)	\$8,000,000 (over 10 yrs.)
Acres	930	1,500+	3,225+	N/A	3,225+
<i>Description:</i> The purpose of this project is to acquire properties which include habitat currently at risk from potential development. Access and conservation easements, where appropriate, would enhance legal public access and preclude subdivision and/or development inconsistent with the natural character of adjoining BLM lands and public resources. Project lands provide valuable riparian habitat and spawning habitat for anadromous fishes and valuable habitat for several species of wildlife. The land within the project area includes habitat for the northern bald eagle, an endangered species, and the Snake River spring/summer chinook salmon, a threatened species. Acquisition would protect several river water-based recreation sites which receive constant summer use by white water rafters and power boaters as well as benefit natural elements of the habitat.					

Project 7. Oregon National Historic Trail

OREGON		Baker County		Congressional District 2	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$125,000	\$125,000	\$2,000 est. (annual)	\$125,000 (over 10 yrs.)
Acres	0	1,480	1,480	N/A	1,480
<i>Description:</i> The proposed acquisitions would extend protection from damage or destruction to over 9 miles of pristine and intact trail ruts as well as insuring the integrity of the historic setting of the trail in the Flagstaff Hill / Virtue Flat area. This proposed project would acquire 640 acres by land exchange and would purchase conservation easements on an additional 840 acres. Of the original 2,000-mile route of the Oregon Trail, only 15% is preserved and evident today as discernable wagon ruts. The associated historical resources of the Oregon Trail include pioneer camping areas, gravesites, and traces of wagon ruts. The opportunity to walk in the footsteps of the pioneers, follow the wagon ruts, and view the natural environment along the trail route allows visitors to develop a greater appreciation of the emigrant experiences and importance of preserving a cultural heritage. The threat to pristine and intact trail ruts is extremely high. Land uses which are potential sources of deterioration or damage include range improvement projects (i.e. seedings), mineral exploration and development, timber harvest and off-road vehicle use. General recreation opportunities provided by lands along the Oregon Trail include hunting, riding, hiking, historical sightseeing and wildlife viewing. However, lack of legal public access limits opportunities for visitor use.					

Project 8. Arizona Wilderness

ARIZONA		Maricopa, Mohave, LaPaz, Yuma, Yavapai, Graham, Greenlee, Cochise Counties		Congressional Districts 2, 3, 5	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$1,260,000	\$3,600,000	\$20,000 est. (annual)	\$3,800,000 (over 10 yrs.)
Acres	0	6,900	20,000	N/A	20,000
<i>Description:</i> The purpose of this project is to acquire private and State inholdings within the designated wilderness areas in Arizona. Public lands in Arizona were designated as wilderness by the Arizona Wilderness Act of 1984 and the Arizona Desert Wilderness Act of 1990, as components of the National Wilderness Preservation System. Federal acquisition and consolidation of lands and access will be critical to successfully managing the areas to preserve and protect wilderness values, recreation values, wetland/riparian values, scenic values and threatened/endangered species and habitat. Currently, the potential exists for degradation from commercial/private development, range improvements and road construction to private inholdings. The wilderness areas represent the great Southwestern deserts-Sonoran, Mojave and Chihuahuan. These desert lands provide contrasting scenery and abundant recreational opportunities. Hikers can literally squeeze through narrow canyon trails, climb rugged mountain peaks, or discover cultural landmarks and artifacts hidden inside canyons or prehistoric caves. Rocky escarpments provide important habitat for bighorn sheep. Visitors will find ephemeral waterfalls and ample opportunities for solitude. A variety of wildlife including peregrine falcons, deer, javelinas, desert tortoise, Gila monsters, Coati mundi, quail and raptors exist in these areas. The lush riparian vegetation along Aravaipa Creek and its tributaries provide a desert sanctuary for at least 158 species of birds including the stunning vermilion flycatcher and the Gambel's quail.					

Project 9. Blackfoot River Corridor

MONTANA		Missoula County		Congressional District 1	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$750,000	\$750,000 (Purchase cost only.)	\$25,000 est. (annual)	\$1,000,000 (over 10 yrs.)
Acres	0	2,400	2,400	N/A	2,400
<i>Description:</i> This is a combination land exchange (75%) and purchase (25%). Total value of the lands to be acquired is approximately \$3,000,000. There are two acquisition locations within the river corridor. One is approximately 1,800 acres on both sides of a 10 mile stretch of the Lower Blackfoot River Canyon, 20 miles east of Missoula; the other is 616 acres of riparian/wetland/upland at the confluence of the Clearwater River and Salmon Lake. Both tracts have good legal and physical public access. Acquisition in these two areas will provide outstanding opportunities for wildlife viewing as well as fishing and hunting. Both tracts possess exceptional biological diversity and high scenic values. Because of the scenic qualities, the Lower Blackfoot River Canyon and Salmon Lake are prime acreage for subdivision development. Public ownership will protect these lands from development and preserve the natural values for public use. The Blackfoot River and its tributaries historically have had abundant trout species—bull, cutthroat, brown and rainbow. Remnant wild populations of native trout, bull, and cutthroat still occur. Mountain whitefish add to the winter fishing popularity. The entire area is important winter range for white-tailed deer, mule deer, elk, and moose. The richness of this raptor habitat provides seasonal and yearlong foraging and nesting for bald eagles, golden eagles, osprey, prairie falcon, red-tailed hawks, great horned owls, and saw-whet owls. Waterfowl are represented by both duck and geese which commonly nest and migrate in the eastern part of the Pacific Flyway. The diverse habitat also supports cavity dwellers (pileated woodpecker to mountain bluebird), and neotropical migrant songbirds.					

Project 10. Chilly Slough

IDAHO		Custer County		Congressional District 2	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$260,000	\$1,000,000	\$5,000 est. (annual)	\$1,050,000 (over 10 yrs.)
Acres	0	1,000	4,400	N/A	4,400
<i>Description:</i> The purpose of this project is to acquire a large natural wetland. Many sportsmen wish to acquire areas within this wetland to provide private hunting reserves. As a result, competition for this area is increasing, and land values are escalating. The variety of animals, especially birds, in the area has led to the area's designation as a Watchable Wildlife Site in Idaho. Wetlands of this type are not common in the Intermountain region. The BLM currently manages 900 acres in seven separate parcels within the project area. The parcels are widely separated and largely isolated tracts. The BLM/private property boundaries repeatedly cross the wetland, making management difficult. The project area contains important fish and wildlife values. It is a recovery area for the endangered peregrine falcon. It also has potential as a transplant site for endangered whooping cranes and trumpeter swans. With an improvement in grazing management, duck, goose and sandhill crane populations are expected to increase significantly. Management actions will also improve habitat for redhead ducks, an uncommon species. Thousand Springs Creek, which flows through the wetland, has potential to become a trophy trout fishery.					

Project 11. Idaho Lands

IDAHO		Idaho, Lewis, Nez Perce, Clearwater, Adams, Latah, Kootenai, Bonner, Boundary, Shoshone, Benewah Counties		Congressional District 1	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$2,431,000	\$1,500,000	\$27,000,000	\$100,000 est. (annual)	\$28,000,000 (over 10 yrs.)
Acres	1,310	800	8,900+	N/A	8,900+
<i>Description:</i> This acquisition project is the result of an interstate land exchange authorized by Public Law 102-584, (Arkansas-Idaho Land Exchange Act of 1992). Approximately 18,700 acres of high value old growth forest land were removed from the District's available exchange base as a result of the interstate exchange between the U. S. Fish and Wildlife Service and Potlatch Corporation. Remaining BLM land available for disposal through land exchange is not sufficient to facilitate ongoing and anticipated acquisitions within the project boundary. Acquired properties will enhance public use of a Special Recreation Management Area, improve a jointly managed wildlife management area, and increase public land ownership within an Area of Critical Environmental Concern. Several miles of a pristine creek within a sensitive watershed would be acquired, allowing protection of a high-quality fishery and forest habitat. The project is located in an 11 county area in northern Idaho where there is a broad variety of resource values and habitats. The greatest emphasis for acquisition is in areas which provide the public the greatest direct benefit such as those with recreation and important habitat values.					

Project 12. Criterion Ranch

OREGON		Wasco County		Congressional District 2	
	To Date	FY 95	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$1,300,000	\$2,250,000	\$50,000 est. (annual)	\$2,750,000 (over 10 yrs.)
Acres	0	4,500	9,500	N/A	9,500
<i>Description:</i> The purpose of this project is to acquire an area of national significance, containing historic and cultural sites, and scenic areas within and adjacent to a federally designated Wild and Scenic River and State Scenic Waterway. It also includes riparian areas as well as important wildlife habitat and recreational lands. Much of the property is situated along the Deschutes River Canyon and its tributaries. The elevation difference between the Deschutes River and the top of the canyon is about 1800 feet and consists of multicolored basalt formations with talus slopes. The upland areas offer majestic vistas of the river, the Cascade Mountains and adjacent areas. This block of land comprises about 9500 acres and would enhance manageability of public land by connecting 9 existing tracts of public lands. The lands support big game including elk, antelope, and mule deer. Bird species include chukar, quail, eagles, hawks and numerous non-game species. There is a high probability for significant cultural values associated with several caves found in the area near the Deschutes River. The acquisition would provide foot access into the Deschutes River Canyon. When combined with the existing adjacent public lands, would provide the largest single block of BLM managed lands on the lower Deschutes River. The acquisition is in conformance with the Two Rivers Resource Management Plan, completed by BLM in 1986.					

Justification of Program and Performance

Subactivity: Acquisition Management and Exchanges

Table XXI Activity Summary: Acquisition Management (\$ 000s).

		1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Total	\$ FTE	1,277 3	-233 -3	+5,000 +46	6,044 46	+4,767 +43

❖1995 Core Program Activity❖

Acquisition Management

The Acquisition Management program provides the required technical, administrative and program management support to guide the development and implementation of the BLM land acquisition program. Processing purchases and exchanges include costs associated with title research, appraisals, project planning, surveys, program coordination with other program areas and with local governments and private parties as well as administrative support services necessary for the land acquisition program.

Land Exchange

Land exchange is the preferred method of land acquisition and will receive greater emphasis in 1995. About 250,000 acres are acquired annually through exchange. Some exchanges are partially funded by the Land and Water Conservation Fund through the Land Acquisition Appropriation.

Others are processed through the Lands and Realty Management Activity in the Management of Lands and Resources Appropriation.

Acquisition through exchange is cheaper for the Federal government than purchase but is more time consuming than most purchases. Processing costs for exchanges are usually higher than purchases but land exchanges remain the pre-

ferred method of acquisition due to their relatively low impact on local government revenues.

While exchanged parcels may vary in size, their values are about the same. Unless purchases are offset by disposals, land which has been taxable is removed from tax liability, reducing local jurisdiction revenues.

Despite the preference for exchange as the mechanism for land acquisition, there are circumstances which make purchase the only timely alternative. If funds are available for purchase, it is possible to prevent loss of sensitive resources by purchasing the land in a relatively short time frame.

❖1995 Program Increase❖

Table XXII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	6,044	+5,000
FTE	46	+46

The 1995 Budget request for Acquisition Management and Land Exchanges is \$6,044,000 and 46 FTE, an increase of \$5,000,000 and 46 FTE over the 1994 Enacted level. The increase is for

land exchanges in support of Departmental priorities.

The increase includes funding for land exchanges To acquire sensitive resources in selected areas to facilitate resolution of resource management conflicts. Greater emphasis on exchanges increases the number of options available during negotiations with resource owners.

Sensitive resources are often found within private inholdings or parcels which, if acquired, will improve ownership patterns and allow improved resource management.

Funds will be available to resolve resource and land ownership pattern concerns in areas such as the following examples:

- Southwest Utah which includes concerns for two specific resources, the Utah population of the desert tortoise and a portion of the riparian habitat along the Virgin River, and

- Desert Tortoise Habitat which is found in California, Nevada, Arizona, and Utah; each state has dealt with development issues which may impact tortoise habitat; the availability of funds to pursue exchanges will reduce the rate of loss of tortoise habitat by providing additional options for exchange to acquire and protect sensitive habitat. Examples of opportunities to participate in exchanges are in the Las Vegas area where the need for urban expansion has come into direct conflict with desert tortoise habitat protection and the California desert where several proposed actions have the potential to remove additional tortoise habitat. In each case, high-quality offsetting habitat is being sought to compensate for impacts to the tortoise habitat.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Land Acquisition

Identification code: 14-5033-0-2-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Personnel compensation:								
11.1 Full-time permanent.....		1,114		(230)		996		1,880
11.3 Other than full-time permanent.....		92		(18)		86		150
11.5 Other personnel compensation.....		11		(2)		11		20
11.8 Special personal services payments.....		---				---		---
11.9 Total personnel compensation.....	35	1,217	(35)	(250)	78	1,093	78	2,060
12.1 Civilian personnel benefits.....		215		(109)		294		400
21.0 Travel and transportation of persons.....		45		(45)		100	100	100
22.0 Transportation of things.....		16		(16)		20	20	20
23.2 Rental payments to others.....		1		(1)		5	5	5
23.3 Communications, utilities, and miscellaneous charges.....		6		(6)		10	10	10
24.0 Printing and reproduction.....		10		(10)		5	5	5
25.2 Other services.....		2,100		(2,100)		4,610		4,610
25.3 Purchases of goods and services from Government accounts.....		0				---		---
26.0 Supplies and materials.....		20		(20)		40		40
31.0 Equipment.....		210		(210)		300		300
32.0 Land and structures.....		8,279		(8,279)		13,620		13,620
41.0 Grants, subsidies, and contributions.....		---		0		3		---
42.0 Insurance claims and indemnities.....		3		(3)		---		3
99.9 Total obligations.....	35	12,122	(35)	(11,049)	78	20,100	78	21,173

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

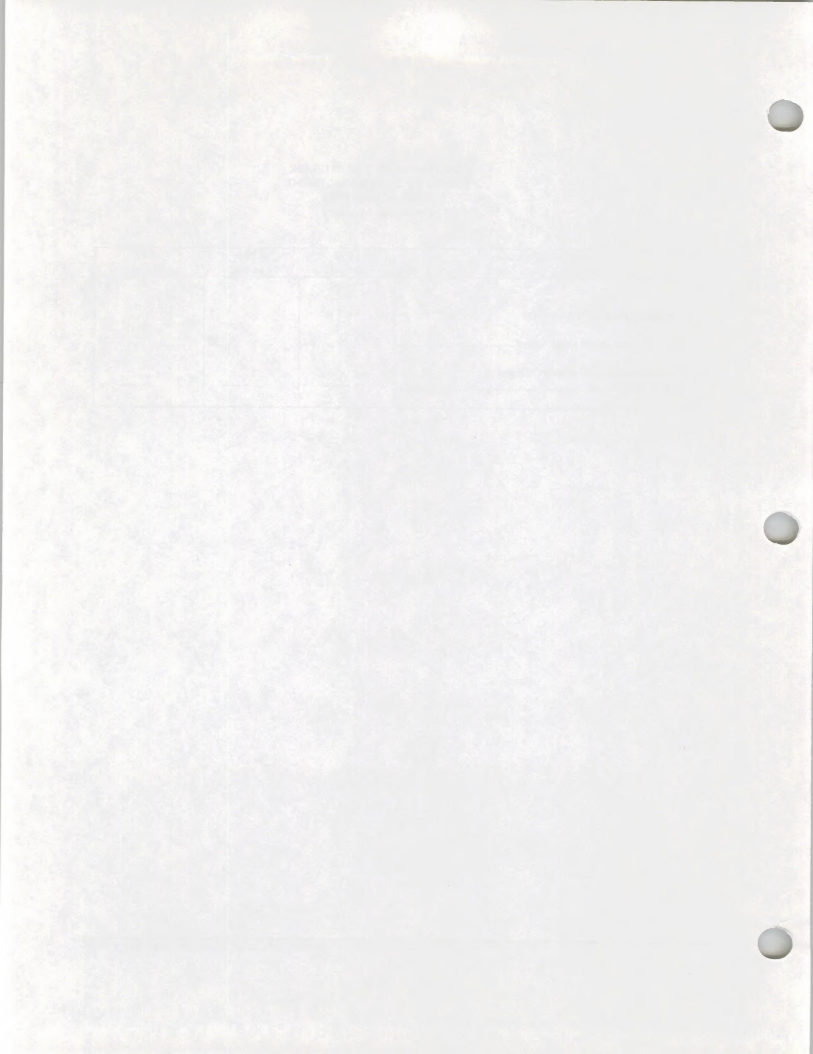
Identification code: 14-5033-0-2-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
Direct program:			
00.01 Operating expenses.....	1,620	6,078	1,044
01.01 Capital investment.....	25,373	17,009	17,489
10.00 Total obligations.....	26,993	23,087	18,533
Financing:			
17.00 Recovery of prior year obligations.....	(39)	---	---
21.40 Unobligated balance available, start of year.....	(21,827)	(22,669)	(11,704)
24.40 Unobligated balance available, end of year.....	22,669	11,704	14,344
39.00 Budget authority.....	27,796	12,122	21,173
Budget authority:			
40.00 Appropriation.....	---	---	---
40.20 Appropriation (special fund).....	27,796	12,122	21,173
40.75 Reduction pursuant to P.L. 102-381.....	---	---	---
42.00 Transferred from other accounts.....	---	---	---
43.00 Appropriation (total).....	27,796	12,122	21,173
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	26,993	23,087	18,533
72.40 Obligated balance, start of year.....	4,426	3,653	3,653
74.40 Obligated balance, end of year.....	(3,653)	(3,653)	(3,653)
78.00 Adjustments in unexpired accounts.....	(39)	---	---
90.00 Outlays.....	27,728	23,087	18,533

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION**
Object Classification (in thousands of dollars)

Identification code: 14-5033-0-2-302	1993 actual	1994 enacted	1995 estimate
Personnel compensation:			
11.1 Full-time permanent.....	2,206	1,114	1,880
11.3 Other than full-time permanent.....	163	92	160
11.5 Other personnel compensation.....	21	11	20
11.8 Special personal services payments.....	3	---	---
11.9 Total personnel compensation.....	2,393	1,217	2,060
12.1 Civilian personnel benefits.....	427	215	400
21.0 Travel and transportation of persons.....	95	45	100
22.0 Transportation of things.....	32	16	20
23.2 Rental payments to others.....	1	1	5
23.3 Communications, utilities, and miscellaneous charges.....	11	6	10
24.0 Printing and reproduction.....	18	10	5
25.2 Other services.....	6,488	2,100	4,610
25.3 Purchases of goods and services from Government accounts.....	---	4,958	---
26.0 Supplies and materials.....	47	20	40
31.0 Equipment.....	438	210	300
32.0 Land and structures.....	17,040	14,286	10,980
41.0 Grants, subsidies, and contributions.....	---	---	---
42.0 Insurance claims and indemnities.....	3	3	3
99.9 Total obligations.....	26,993	23,087	18,533

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code: 14-5033-0-2-302	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	62	35	78
Full-time equivalent of overtime and holiday hours.....	---	---	---



**Appropriation: Range Improvements
(Current, Mandatory, Indefinite)**

Appropriation Language Sheet

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than [\$10,025,000] \$10,350,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; P.L. 103-138, Department of the Interior and Related Agencies Appropriations Act, 1994.)

Appropriation Language Citations

① For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal Rangelands pursuant to §401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.)

43 U.S.C. 1751

43 U.S.C. 1901

Section 401 of FLPMA (43 U.S.C. 1751) as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on Public Land under the Taylor Grazing Act (43 U.S.C. 315) and the Act of August 28, 1937 (43 U.S.C. 1181d) shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

② and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,

7 U.S.C. 1010

E.O. 10046; 10175; 10234;

10322; 10787; 10890,

30 U.S.C. 355

7 U.S.C. 1010 (the Bankhead-Jones Farm Tenant Act of 1937) provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, conducting reforestation, preserving natural resources, pro-

tecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the Public Land, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that land under the jurisdiction of the Secretary of Agriculture under the provision of §32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands of 1947 shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease. The intention is that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

③ but not less than [\$10,025,000] \$10,350,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

The Annual Department of the Interior and Related Agencies Appropriations Acts provide that a minimum amount is appropriated, but the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation. Under the provisions of the Balanced Budget and Emergency Deficit Control Act of 1985 and the Budget Enforcement Act of 1990, this account is classified as a current, mandatory account.

◆Authorizations◆

The *Federal Land Policy and Management Act of 1976, as amended*, (FLPMA), (43 U.S.C. 1751) provides that 50 percent of grazing fees are authorized to be appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs.

The *Mineral Leasing Act for Acquired Lands of 1947* (30 U.S.C. 355) provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands . . ."

The *Taylor Grazing Act of 1934, as amended*, (43 U.S.C. 315) provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

The *Public Rangelands Improvement Act of 1978* (43 U.S.C. 1901-1905) provides for improving the condition of the public rangelands and provides authorization for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

The *Farm Tenant Act of 1937* ("Bankhead-Jones Act") (7 U.S.C. 1010, 1012-1013A) provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Executive Order No. 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. It also provides that the fee shall not be less than \$1.35 per animal unit month.

Summary of Requirements
(dollars in thousands)

Appropriation: Range Improvements

	FTE	Amount
President's Budget, 1994	105	10,025
Summary of Uncontrollable and Related Changes*	0	325
Program Changes (detailed below)	0	0
Total Requirements (1995 Request)	105	10,350

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Improvements to Public Lands	0	9,047	95	8,325	0	269	0	0	95	8,594	0	269
Farm Tenant Lands	0	1,100	10	1,100	0	56	0	0	10	1,156	0	56
Administrative Expenses	0	600	0	600	0	0	0	0	0	600	0	0
TOTAL APPROPRIATION	0	10,747	105	10,025	0	325	0	0	105	10,350	0	325

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Range Improvements

Table I Subactivity Summary (\$ 000s).

Subactivity		1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes from 1994 (+/-)
Public Land	\$	8,325	+269	0	8,594	+269
	FTE	95	0	0	95	0
Farm Tenant Act (L.U.) Land	\$	1,100	+56	0	1,156	+56
	FTE	10	0	0	10	0
Administrative Expenses	\$	600	0	0	600	0
	FTE	0	0	0	0	0
Total Requirements	\$	10,025	+325	0	10,350	+325
	FTE	105	0	0	105	0

The following narrative covers all 3 subactivities. With the exception of the status of the land involved, the program and performance conducted under each activity is identical.

◆Activity Description◆

Resource Description

The Range Improvements activity is directed toward improving the productivity of public rangeland ecosystems to benefit livestock; fish and wildlife habitat; riparian values; watershed protection and other resource values.

Section 401 of the FLPMA directs that one-half of the Range Improvements appropriation (referred to as range betterment funds) be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs.

Resource Objectives

The principal objectives of this program are to improve the productivity of public rangeland ecosystems to benefit livestock, wildlife, riparian, and watershed protection through the following activities:

- planning, constructing and developing physical improvements specifically called for in resource activity plans for protection or improvement of resource conditions;
- initiating on-the-ground improvements recommended in new activity plans and giving priority to allotments with riparian areas not meeting management objectives; and
- planning, constructing and developing projects to prevent resource damage or relieve conflicts in resource use, and to modify, remove, or make additions to projects where resource conditions or new information indicates this is needed.

❖1995 Program❖

The 1995 Budget Request for Range Improvements is \$10,350,000 and 105 FTE, an increase of \$325,000 over the 1994 Enacted Level.

This uncontrollable increase is a result of increased livestock grazing revenue projections during 1994 resulting from increased grazing fees for part of 1994. The 1995 Budget Request is 50 percent of the applicable grazing fees plus designated amounts from other revenue from the Bankhead-Jones Farm Tenant Act Lands under BLM jurisdiction. The appropriation language provides that not to exceed \$600,000 from this appropriation may be used for administrative expenses by BLM.

Resource Improvement and Maintenance

Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, watershed and vegetative condition of the Nation's rangelands.

The range improvements program stresses the management of rangeland resources on an ecosystem basis. This type of management considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions. An ecosystem management approach provides the opportunity to enhance biological diversity. Management approaches that enhance the protection or maintenance of biological diversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social values and economic products derived from these natural communities.

The results of land use planning and resource activity planning provide the basis for determin-

ing needed improvements. Activity plans include an analysis of the costs and benefits of improvements and identify appropriate schedules for construction/development. Riparian area needs, if not identified in activity planning, are incorporated into the priority ranking of projects as well.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds to, or directly funding, improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance of range improvement structures. The individual, group, or association deriving the primary benefit(s) from a structural improvement are responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the Upland Resources subactivity in the "Management of Public Lands and Resources" appropriation. As a result, a greater proportion of the Range Improvements appropriation is used for development of on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1995 program will provide for the construction of 725 structural developments, and land or vegetative treatments on approximately 90,000 acres. Planned acreage of vegetative treatments are affected by weather conditions which result in annual fluctuations in accomplishments. The acreage of treatment through prescribed burning may be severely restricted when burning conditions are too wet or dry at the scheduled time of the year.

The range improvements program is part of a coordinated ecosystem management effort to improve the condition of riparian areas. The 1994 program provides \$900,000 of improvement work specifically in support of riparian-wetland management (5 percent of the total BLM effort). On-

the-ground type project type work is accomplished.

Noxious weed infestations pose health hazards to grazing animals and threaten the productivity of rangelands and adjacent agricultural lands and occur on many Public Land areas throughout the western United States. Many infestations are rapidly expanding and if not treated threaten the productivity of rangelands. Cooperative weed control efforts have been established among BLM and other Federal, State, and county agencies. The 1995 program provides for control on about 15,400 acres, an increase of 6,000 acres over 1994 levels.

Table II Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Change from 1994 (+/-)
Structural Developments	800	725	725	0
Land/vegetation treatments (acres)	50,000	90,000	90,000	0
Weed Control (Acres)	9,400	9,400	15,400	+6,000

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriations: Range Improvements

Identification code: 14-5132-0-2-302	1994 Enacted		Uncontrollable & Related Charges		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct obligations:								
Personnel compensations:								
11.1 Full-time permanent.....		3,194		-4				3,190
11.3 Other than full-time permanent.....		358						358
11.5 Other personnel compensation.....		145						145
11.9 Total personnel compensation.....	105	3,697		(4)		0	105	3,693
12.1 Civilian personnel benefits.....		680		-22				658
21.0 Travel and transportation of persons.....		140						140
22.0 Transportation of things.....		750		30				780
23.2 Rental payments to others.....		5						5
23.3 Communications, utilities, and miscellaneous charges.....		15						15
24.0 Printing and reproduction.....		1		2				3
25.2 Other services.....		2,028		72				2,100
26.0 Supplies and materials.....		1,100		100				1,200
31.0 Equipment.....		115		41				156
32.0 Land and structures.....		1,494		106				1,600
99.9 Total, obligations.....	105	10,025	0	325	0	0	105	10,350

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code: 14-5132-0-2-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Improvements to public lands.....	9,998	8,325	8,612
00.02 Farm tenant act lands.....	1,100	1,100	1,138
00.03 Administrative expenses.....	600	600	600
10.00 Total obligations.....	11,698	10,025	10,350
Financing:			
17.00 Recovery of prior year obligations.....	(159)	---	---
21.40 Unobligated balance available, start of year.....	(2,626)	(1,834)	(1,834)
24.40 Unobligated balance available, end of year.....	1,834	1,834	1,834
39.00 Budget authority.....	10,747	10,025	10,350
Budget authority:			
40.05 Appropriation (indefinite).....	1,097	1,048	1,056
40.25 Appropriation (special fund, indefinite).....	9,650	8,977	9,294
43.00 Appropriation (total).....	10,747	10,025	10,350
Relation of obligations to outlays:			
71.00 Total obligations.....	11,698	10,025	10,350
72.40 Obligated balance, start of year.....	2,094	3,480	3,213
74.40 Obligated balance, end of year.....	(3,480)	(3,213)	(3,213)
78.00 Adjustments in unexpired accounts.....	(159)	---	---
90.00 Outlays.....	10,153	10,292	10,350

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

Identification code: 14-5132-0-2-302	1993 actual	1994 enacted	1995 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	3,164	3,194	3,190
11.3 Other than full-time permanent.....	355	358	358
11.5 Other personnel compensation.....	144	145	145
11.9 Total personnel compensation.....	3,663	3,697	3,693
12.1 Civilian personnel benefits.....	735	680	658
21.0 Travel and transportation of persons.....	141	140	140
22.0 Transportation of things.....	817	750	780
23.2 Rental payments to others.....	4	5	5
23.3 Communications, utilities, and miscellaneous charges.....	12	15	15
24.0 Printing and reproduction.....	1	1	3
25.2 Other services.....	2,741	2,028	2,100
26.0 Supplies and materials.....	1,704	1,100	1,200
31.0 Equipment.....	113	115	156
32.0 Land and structures.....	1,767	1,494	1,600
99.9 Total, obligations.....	11,698	10,025	10,350

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code: 14-5132-0-2-302	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	111	105	105
Full-time equivalent of overtime and holiday hours.....	4	2	2

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Unavailable Collections (in thousands of dollars)

Identification code: 14-5132-0-2-302	1993 actual	1994 enacted	1995 estimate
Balance, start of year:			
Treasury balance:.....	0	(217)	108
Receipts: Grazing fees.....	18,813	20,700	28,800
Transferred to:			
General fund receipts.....	(5,856)	(6,519)	(9,101)
Payments to States from grazing receipts etc., public lands outside of grazing districts.....	(1,264)	(1,335)	(1,891)
Payments to States from grazing receipts etc., public lands within grazing districts.....	(1,784)	(2,011)	(2,846)
Payments to counties from grazing and mineral leasing receipts from National Grasslands.....	(502)	(485)	(562)
Subtotal, receipts.....	9,407	10,350	14,400
Total, balances and collections.....	9,407	10,133	14,508
Appropriation	(9,624)	(10,025)	(10,350)
Balance, end of year.....	(217)	108	4,158

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

Appropriation Language Sheet

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of section 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to section 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public land administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

(43 U.S.C. 1719(b), 1734(a), 1734(b), 1735(a), 1737, 1764(g), and 1652(c); 30 U.S.C. 185(1); P.L. 103-138, *Department of the Interior and Related Agencies Appropriations Act*, [1993] 1994.)

Appropriation Language Citations

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under §209(b), §304(a), §304(b), §305(a), and §504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of §305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public land administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

- 30 U.S.C. 185(1)
- 43 U.S.C. 1652(c)
- 43 U.S.C. 1719(b)
- 43 U.S.C. 1734(a)
- 43 U.S.C. 1734(b)
- 43 U.S.C. 1735(a)
- 43 U.S.C. 1737
- 43 U.S.C. 1764(g)

30 U.S.C. 185(1) states that the applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application, and the holder of a right-of-way or permit shall reimburse the United States for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way.

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

43 U.S.C. 1719(b) (FLPMA §209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA §304(a)) provides that the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the Public Land.

43 U.S.C. 1734(b) (FLPMA §304(b)) provides that the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys shall be deposited with the Treasury in a special account and are authorized to be appropriated and made available until expended.

43 U.S.C. 1735(a) (FLPMA §305(a)) provides that any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary, or in contract involving present or potential damage to the Public Land, shall be credited to a separate account in the Treasury and is authorized to be appropriated and made available until expended.

43 U.S.C. 1737 (FLPMA §307(c)) provides that the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes.

43 U.S.C. 1764(g) (FLPMA §504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way; inspecting and monitoring construction and operations; and terminating the facility pursuant to the right-of-way.

Summary of Requirements
(dollars in thousands)

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

	FTE	Amount
President's Budget, 1994	101	7,932
Summary of Uncontrollable and Related Changes*	0	968
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	101	8,900

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-)	
	Actual		Enacted		Changes		Changes		Budget		from 1994	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Rights-of-Way Processing	46	4,493	36	3,800	0	200	0	0	36	4,000	0	200
Adopt-a-Horse Program	0	741	0	741	0	0	0	0	0	741	0	0
Repair of Damaged Lands	13	1,282	17	1,082	0	200	0	0	17	1,282	0	200
Cost Recovery Realty Cases	4	634	9	400	0	70	0	0	9	470	0	70
Timber Purchaser Expenses	11	772	11	580	0	192	0	0	11	772	0	192
Copy Fees	30	1,635	28	1,329	0	306	0	0	28	1,635	0	306
TOTAL APPROPRIATION	104	9,557	101	7,932	0	968	0	0	101	8,900	0	968

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Uncontrollable Changes

Table I Justification of Uncontrollable Cost Changes, Service Charges, Deposits, and Forfeitures (Indefinite) (\$ 000s).

	1994 Enacted	1995 Change
Rights-of-Way Processing	\$3,800	+\$200
The adjustment is for expected increase in rights-of-way processing forecast for 1995.		
Repair of Damaged Lands	\$1,082	+\$200
The adjustment reflects an increase in the amount of funds which the BLM collects for the use of Public Lands by resource developers, purchasers, or permittees due to a more active pursuit of cases.		
Cost Recovery Realty Cases	\$400	+\$70
The adjustment is for the expected increase in revenues expected in 1995.		
Timber Purchaser Expenses	\$580	+\$192
The adjustment reflects the expected level of timber harvest projected for 1995.		
Copy Fees	\$1,329	+\$306
The adjustment is due to the expected increase in copy fees projected to be collected in 1995.		
Total, Uncontrollable Cost Changes (FTE / \$)		N.A./+\$968

Justification of Program and Performance

Activity: Rights-of-Way Processing

Table II Activity Summary (\$ 000s).

	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$(000)	4,493	3,800	+200	0	4,000	+200
FTE	36	36	0	0	36	0

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734, 1764) authorizes collection of service charges and deposits to finance the costs of certain rights-of-way application and permitting activities.

The Mineral Leasing Act of 1920, as amended by the Trans-Alaska Pipeline Act of 1973, §101 (30 U.S.C. 185), authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

The Alaska Natural Gas Transportation Act of 1976 (15 U.S.C. 719) authorizes the granting of certificates, rights-of-way permits, and leases.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

◆Objectives◆

The objectives of the rights-of-way processing activity are to:

- facilitate production and transportation of domestic energy resources;
- expedite the granting of all rights-of-way (ROWs) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROWs on the Public Land as authorized by the Federal Land Policy and Management Act and the 1973 amendment to the Mineral Leasing Act of 1920; and
- maintain the more than 100,000 existing authorizations by determining and collecting proper rentals; processing amendments, relinquishments, and relocations; and ensuring compliance with the terms and conditions of the authorization.

◆1995 Program◆

The 1995 Budget Request for right-of-way processing is \$4,000,000, an increase of \$200,000 over the 1994 Enacted to date level. The requested FTE is 36, the same as 1994.

The ROW program is funded through a combination of applicant deposits made into this indefinite appropriation and the directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriation, lands, realty and rights-of-way management subactivity.

BLM obtains deposits of funds from ROW applicants and grant holders prior to processing the application. The amount of the deposit is set either by a schedule or is based on actual costs, depending on the type and size of the project. For FLPMA cases, all reasonable costs are collected for cases where costs are expected to exceed \$1,500. For Mineral Leasing Act (MLA) authorizations, actual costs are collected on cases where the processing costs are expected to be \$5,000 or more.

Under both authorities, a standard fee schedule is used for smaller cases. For major projects, the funds collected are available directly to the office processing the application. For smaller projects, those where the fees are collected based on a standard fee schedule, the funds are provided to

the offices through the regular budget allocation process. Only those costs resulting directly from the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

In 1995, BLM expects to process an estimated 1,900 cost recovery cases that will be funded either fully or partially by reimbursement from the applicant. The remaining cases are those which are not cost reimbursable by statutory provision and on which work performed by BLM is funded entirely from the MLR appropriation. Only a portion of the processing costs for the FLPMA cases is recoverable under the regulations due to the reasonableness criteria contained in §304(b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded from the MLR account.

The estimate of \$4,000,000 in 1995 in cost-recoverable rights-of-way reflects increased activity and collections in recent years.

Activity Justification and Program Performance

Activity: Adopt-a-Horse Program

Table III Activity Summary (\$ 000s).

Adopt-a-Horse Program	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	741	741	0	0	741	0
FTE	0	0	0	0	0	0

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes collection of service charges to finance the costs of certain applicant activities.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

❖Objectives❖

The objectives of the program are to:

- provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and

- recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

❖1995 Program❖

The BLM charges standard adoption fees of \$125 per horse and \$75 per burro to partially offset costs of operating the adoption program. The fees deposited into this account are immediately appropriated, and become available for use by the BLM to conduct the program. These funds are used primarily to cover transportation costs to facilitate the adoption of excess animals at BLM preparation facilities and adoption centers.

The 1995 Budget Request for the adopt-a-horse program is \$741,000. These funds are used to facilitate the care and adoption of wild horses and burros removed from Public Lands. A significant portion of the funds are used to transport animals from preparation facilities to adoption centers. Horses and burros are also cared for and prepared for adoption through this program.

Justification of Program and Performance

Activity: Repair of Damaged Lands

Table IV Activity Summary (\$ 000s).

	1993 Actual	1994 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	1,282	1,082	+200	0	1,282	+200
FTE	17	17	0	0	17	0

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (§305) (43 U.S.C. 1735) authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision is amended by the appropriations act language for "Services Charges, Deposits and Forfeitures."

❖Objectives❖

The objectives of this activity are to:

- rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

Funds available in this activity are used in their state of origin.

❖1995 Program❖

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By appropriations language, the funds are available to be expended to improve, protect or rehabilitate any damaged Public Land when the amount collected is in excess of the amount needed to repair damage to the exact land for which funds were forfeited or collected.

Actions are anticipated to be at about the same level as 1994 but funds collected will be increased due to more active pursuit of cases by field offices.

Justification of Program and Performance

Activity: Cost Recoverable Realty Cases

Table V Activity Summary (\$ 000s).

	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$(000)	634	400	70	0	470	70
FTE	4	4	0	0	4	0

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1719, 1732, 1745, 1746) authorizes collecting service charges and permitting deposits to finance the costs of certain application processing activities.

❖Objective❖

The objective of the cost recoverable realty cases program is to:

- process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

❖1995 Program❖

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the BLM in advance for performance of specified work. When deposited into this account, the fees are immediately appropriated, and become available for use by the BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under §209 of FLPMA are used to cover administrative costs,

including costs of conducting an exploratory program to determine whether and what kind of mineral deposits are under the land; evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed; and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under §315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the riparian specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under §302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application; monitoring construction, operation, and maintenance of authorized facilities; and monitoring rehabilitation and restoration of the land.

The estimate of \$470,000 in this activity is in line with average receipts in recent years.

Activity Summary

Activity: Timber Contract Expenses

Table VI Activity Summary (\$ 000s).

	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$(000)	772	580	+192	0	772	+192
FTE	11	11	0	0	11	0

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734) authorizes the collection of service charges to finance the costs of certain applicant activities.

◆Objectives◆

The objective of this program is to provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment to the BLM in lieu of performing the work directly.

◆1995 Program◆

Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the BLM in lieu of performing specified work directly. The BLM uses the funds deposited to accomplish the required tasks. Most of the work involves performing timber sale slash disposal in western Oregon. However, a small amount of slash disposal is also being accomplished on Public Domain forested lands.

It is estimated that funding from this appropriation will support slash disposal on approximately 3,000 acres. Site preparation through slash disposal is often necessary to enable reforesta-

tion. Slash is disposed of through the use of prescribed fire, hand labor, mechanical techniques, or a combination of these treatments. Site preparation activities provide planting spots for placement of new seedlings. Site preparation also enhances the tree seedlings environment during initial establishment by reducing competing vegetation and rodent habitat. For more information on the Forestry Program and related activities, see the Forest Resources Subactivity description in the (O&C) Appropriation justification.

◆1995 Activity Increase◆

Table VII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	772	+192
FTE	11	0

As issues surrounding timber production are resolved, it is anticipated that receipts in this account will increase.

Justification of Program and Performance

Activity: Copy Fees

Table VIII Activity Summary (\$ 000s).

	1993 Actual	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$(000)	1,635	1,329	+306	0	1,635	+306
FTE	30	30	0	0	30	0

◆Authorization◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes the collection of service charges to finance the costs of certain activities.

◆Objective◆

The objective of the copy fees program is to:

- cover the costs of providing copies of BLM documents to industry, user organizations and the general public.

◆1995 Program◆

The BLM is the custodian of the official Public Land records of the United States. Some of these records date back to the very beginning of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of Public Domain land to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both public and private land. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages, and master title plats. The BLM also prepares and prints land

status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. In 1995, the BLM expects to provide over 4 million copies of official records and associated documents and expects to collect an estimated \$1,785,000 in copy fees. The increased emphasis on using the Automated Land and Mineral Records System for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Collections from copy fees are estimated at \$1,635,000 based on actual collections in 1992 and 1993.

Summary of Requirements by Object Class
(Dollars in Thousands)

Appropriation: Service Charges, Deposits, and Forefeitures

Identification code: 14-5017-0-2-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Personnel compensation:								
11.1 Full-time permanent.....		3,816		(81)				3,735
11.3 Other than full-time permanent.....		457		(10)				447
11.5 Other personnel compensation.....		370		(8)				362
11.8 Special personnel services payments.....		16		(1)				15
11.9 Total personnel compensation.....	101	4,659		(100)		0	101	4,559
12.1 Civilian personnel benefits.....		775		(5)				770
21.0 Travel and transportation of persons.....		100		80				180
22.0 Transportation of things.....		575		5				580
23.2 Rental payments to others.....		---						---
23.3 Communications, utilities, and miscellaneous charges.....		30						30
24.0 Printing and reproduction.....		280						280
25.2 Other services.....		843		748				1,591
26.0 Supplies and materials.....		350		100				450
31.0 Equipment.....		250		120				370
32.0 Land and structures.....		70		20				90
41.0 Grants, subsidies, and contributions.....		---						---
99.9 Total obligations.....	101	7,932		968		0	101	8,900

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code 14-5017-0-2-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Rights-of-way processing.....	4,816	3,272	3,800
00.02 Adopt-a-horse program.....	888	496	800
00.03 Repair of damaged lands and facilities.....	1,488	1,289	1,300
00.04 Cost recoverable realty cases.....	659	99	600
00.05 Timber contract expenses.....	1,666	991	800
00.06 Copy fees.....	1,564	1,785	1,600
10.00 Total obligations.....	11,081	7,932	8,900
Financing:			
17.00 Recovery of prior year obligations.....	(586)	---	---
21.40 Unobligated balance available, start of year.....	(6,446)	(5,508)	(5,508)
24.40 Unobligated balance available, end of year.....	5,508	5,508	5,508
39.00 Budget authority.....	9,557	7,932	8,900
Budget authority:			
40.25 Budget authority (special fund, indefinite).....	9,557	7,932	8,900
40.75 Reduction pursuant to P.L. 102-381.....	---	---	---
43.00 Appropriation (total).....	9,557	7,932	8,900
Relation of obligations to outlays:			
71.00 Total obligations.....	11,081	7,932	8,900
72.40 Obligated balance, start of year.....	2,341	3,590	2,458
74.40 Obligated balance, end of year.....	(3,590)	(2,458)	(942)
78.00 Adjustments in unexpired accounts.....	(586)	---	---
90.00 Outlays.....	9,245	9,064	10,416

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code: 14-5017-0-2-302	1993 actual	1994 enacted	1995 estimate
Personnel compensation:			
11.1 Full-time permanent.....	3,789	3,816	3,735
11.3 Other than full-time permanent.....	455	457	447
11.5 Other personnel compensation.....	339	370	362
11.8 Special personal services payments.....	32	16	15
11.9 Total personnel compensation.....	4,615	4,659	4,559
12.1 Civilian personnel benefits.....	1,002	775	770
21.0 Travel and transportation of persons.....	124	100	180
22.0 Transportation of things.....	586	575	580
23.2 Rental payments to others.....	---	---	---
23.3 Communications, utilities, and miscellaneous charges.....	70	30	30
24.0 Printing and reproduction.....	313	280	280
25.2 Other services.....	3,603	843	1,591
26.0 Supplies and materials.....	399	350	450
31.0 Equipment.....	286	250	370
32.0 Land and structures.....	82	70	90
41.0 Grants, subsidies, and contributions.....	1	---	---
99.9 Total obligations.....	11,081	7,932	8,900

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code: 14-5017-0-2-302	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	101	101	101
Full-time equivalent of overtime and holiday hours.....	9	5	5

Appropriation: Miscellaneous Permanent Payment Appropriations

Appropriation Summary Statement

The Permanent Payment Accounts provide for sharing of specified receipts collected from the sale, lease, or use of the Public Lands and resources with States and counties. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases, how the States and counties must use these funds. These payments are made subject to the authorities of permanent law, and the amounts are made available by operation of permanent laws. They do not require annual appropriations action by the Congress. Payment amounts are estimated based on anticipated collections, or in some cases, based upon amounts required by permanent legislation.

The amount of the payments shown for each year is the total payment applicable to the fiscal year in which the receipts are collected, without regard as to the timing of the actual disbursement of funds to the recipients.

Summary of Requirements
(dollars in thousands)

Appropriation: Miscellaneous Permanent Payment Appropriations

	FTE	Amount
President's Budget, 1994	0	0
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	0
Total Requirements (1995 Request)	0	0

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-) from 1994	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Payments to Oklahoma (Royalties)	0	20	0	4	0	0	0	0	0	4	0	0
2. Payments to Coos and Douglas counties, Oregon Coos Bay Wagon Road Grant Lands from receipts.	0	690	0	0	0	0	0	0	0	0	0	0
3. Payments to Counties, Oregon and California Grant Lands of Sales.		68626	0	0	0	0	0	0	0	0	0	0
4. Payments to States (Proceeds of Sales.	0	1,003	0	661	0	211	0	0	0	872	0	211
5. Payments to States from grazing receipts, etc., Public Lands outside grazing districts.	0	1,214	0	1,335	0	556	0	0	0	1,891	0	556
6. Payments to States from grazing receipts, etc., Public Lands within grazing districts.	0	1,740	0	1,994	0	828	0	0	0	2,822	0	828
7. Payments to States from grazing receipts, etc., Public Lands within grazing districts. (miscellaneous)	0	15	0	18	0	6	0	0	0	24	0	6
8. Payments to Alaska National Petroleum Reserve.	0	91	0	23	0	(23)	0	0	0	0	0	(23)
9. Payments to Counties National Grasslands.	0	490	0	485	0	77	0	0	0	562	0	77
11. Payments to Nevada from receipts on land sales.	0	360	0	450	0	(225)	0	0	0	225	0	(225)
12. Payments from proceeds — sale of water.	0	0	0	0	0	0	0	0	0	0	0	0
13. Cook Inlet Region inc.	0	6618	0	0	0	0	0	0	0	0	0	0
13. Payments to Western Oregon Counties (P.L. 103—66)	0	0	0	78586	0	(2,773)	0	0	0	75813	0	(2,773)
TOTAL APPROPRIATION	0	80,867	0	83,556	0	(1,343)	0	0	0	82,213	0	(1,343)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Payments to Oklahoma (royalties)

Table I Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	4	0	0	4	0
FTE	0	0	0	0	0

❖1995 Activity Description❖

These payments to the state of Oklahoma are to be used for constructing and maintaining public roads and supporting public schools. Payments for the first 10 months of the current fiscal year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

❖Authorizations❖

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37½ percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands.

❖1995 Program❖

The 1995 Budget estimate for the payment to Oklahoma royalties from oil and gas receipts is \$4,000. This estimate is the same as FY 1994.

Justification of Program and Performance

Activity: Payment to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Land

Table II Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

❖1995 Activity Description❖

These payments to Coos and Douglas Counties, Oregon are to be used by the counties for schools, roads, highways, bridges, and port districts. Payments are made on a quarterly basis, upon receipt of billings from the counties, in lieu of severance taxes and ad valorem taxes at the same rate as for private lands in the counties. The amount shown above reflects the estimated total payment for each fiscal year, without regard to when the actual disbursements are made.

❖Authorizations❖

In accordance with 53 Stat. 753-754 (43 U.S.C. 1181f-1), payments in lieu of taxes are made to Coos County and Douglas County, Oregon, out of receipts from the reconveyed Coos Bay Wagon Road Grant Land.

❖1995 Program❖

The payments made under the provision prior to 1994 were replaced in 1994 by the provisions of the Omnibus Budget Reconciliation Act, Section 13983, which established a new payment formula for the 18 western Oregon counties, including Coos and Douglas Counties, Oregon which received payments under the authority. These new payments are described later in this section under "Payments to Western Oregon Counties (P.L. 103-66)", page 15.

Justification of Program and Performance

Activity: Payments to Counties, O&C Grant Lands

Table III Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

❖1995 Activity Description❖

These payments to the 18 O&C Grant Land counties of western Oregon were derived from receipts generated from all O&C Grant Lands including those administered by both the BLM and the Forest Service. Payments for the first 11 months of the current fiscal year are disbursed to the counties in September of the year of collection, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The *Omnibus Budget Reconciliation Act of 1993, section 13983*, established a new provision for determining payments to the O&C counties effective with 1994, which superseded this authorization. The new payments are described later in this section under "Payments to Western Oregon Counties (P.L. 103-66)," page 15.

❖Authorizations❖

In accordance with 39 Stat. 218 and 50 Stat. 876 (43 U.S.C. 1181f), as modified by the annual Interior Department Appropriations Acts, 50 percent of the receipts to the Oregon and California (O&C) Grant Lands fund are paid to the counties in which the lands are situated, in the proportion to each county's assessed valuation in 1915, for use as unrestricted county funds.

Justification of Program and Performance

Activity: Payments to State (Proceeds of Sales)

Table IV Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	661	+211	0	872	+211
FTE	0	0	0	0	0

❖1995 Activity Description❖

These payments to states with public domain lands are to be used for educational purposes or for construction of public roads and improvements. Payments for the first 11 months of the current fiscal year are disbursed in September of the collection year, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected in the above table represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

❖Authorizations❖

In accordance with the *Department of the Interior and Related Agencies Appropriations Act of 1952* (65 Stat. 252), the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Lands and Public Lands products.

❖1995 Program❖

The 1995 Budget estimate for Payments to State (proceeds of Sales) is an increase of \$211,000. This increase is based on the assumption that there will be an increase in the volume of timber harvested and paid for in 1995 from BLM managed Public Lands (other than O&C grant lands and CBWR lands) in both western Oregon and other Public Lands states

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc., Public Lands within grazing districts

Table V Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	1,994	+828	0	2,822	+828
FTE	0	0	0	0	0

♦1995 Activity Description♦

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315b and 315i), States are paid 12½ percent of the grazing fee receipts from lands within organized grazing district boundaries. These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

♦Authorizations♦

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315b and 315i), the States are paid 12½ percent of the grazing fee receipts from lands within organized grazing district boundaries.

♦1995 Program♦

The 1995 Budget estimate for Payments to States from grazing receipts, inside grazing district is an increase of \$828,000. This increase occurs because of an estimated increase in grazing receipts in 1995. The receipt estimates are technical estimates only. The Secretary is in the process of reviewing and updating the grazing fee structure in consultation with the states and other interested parties.

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc., Public Lands outside grazing districts

Table VI Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	1,335	+556	0	1,891	+556
FTE	0	0	0	0	0

♦1995 Activity Description♦

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from Public Lands outside of organized grazing districts. These funds are to be expended by the states for the benefit of the counties in which the lands are located. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

♦Authorization♦

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315m and 315i), the States are paid 50 percent of the grazing fee receipts from Public Lands outside of organized grazing districts.

♦1995 Program♦

The 1995 Budget estimate for Payments to States from grazing receipts, outside grazing districts is an increase of \$556,000 . The increase occurs due to an estimated increase in grazing receipts in 1995. These receipt estimates are technical estimates only. The Secretary is in the process of reviewing and updating the grazing fee structure in consultation with the states and other interested parties.

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc., Public lands within grazing districts, miscellaneous

Table VII Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	18	+6	0	24	+6
FTE	0	0	0	0	0

◆1995 Activity Description◆

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts that are administered under certain cooperative agreements which stipulate that the fees be retained by the BLM for distribution. These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements.

◆Authorizations◆

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts that are administered under certain cooperative agreements which stipulate that the fees be retained by the BLM for distribution.

◆1995 Program◆

The 1995 Budget estimate for Payments to States from grazing receipts, inside grazing districts, miscellaneous is an increase of \$6,000. This increase occurs because of an estimated increase in grazing receipts in 1995. The receipt estimates are technical estimates only. The Secretary is in the process of reviewing and updating the grazing fee structure in consultation with the states and other interested parties.

Justification of Program and Performance

Activity: Payments to Alaska, National Petroleum Reserve

Table VIII Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	23	-23	0	0	-23
FTE	0	0	0	0	0

◆1995 Activity Description◆

The funds paid to the State of Alaska are to be used for planning, constructing, maintaining, and operating essential public facilities and other necessary provisions of public service. Payments are made semi-annually (as soon as practicable after March 30 and September 30 of each year) for the previous 6 months' collections. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

◆Authorizations◆

In accordance with 94 Stat. 1964 (42 U.S.C. 6508), Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from oil and gas leasing in the National Petroleum Reserve in Alaska (NPRA).

◆1995 Program◆

The 1995 Budget Request for Payments to Alaska, National Petroleum Reserve is a decrease of \$46,000. The decrease is due to the continued decline in the number of acres under lease.

Justification of Program and Performance

Activity: Payments to Counties, National Grasslands (Farm Tenant Act Lands)

Table IX Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	485	+77	0	562	+77
FTE	0	0	0	0	0

❖1995 Activity Description❖

These funds paid to counties which have Farm Tenant Act Lands under BLM management within their boundaries are used by the counties for schools and roads. Payments are made as soon as practicable after the end of each calendar year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

❖Authorizations❖

In accordance with 7 U.S.C. 1012, the *Bankhead-Jones Farm Tenant Act of 1937*, and Executive Orders 10787 and 10890, which transferred the management of certain Farm Tenant Act-Land Utilization (LU) Project lands to the jurisdiction of the Department of the Interior, 25 percent of the revenues received from the use of these LU project lands, including grazing and mineral leasing, are paid to the counties in which such lands are located.

❖1995 Program❖

The 1995 Budget estimate for Payments to Counties, National Grasslands (Farm Tenant Act Lands) is an increase of \$77,000. The increase occurs because of a projected increase in grazing receipts in 1995. The receipts estimates are technical estimates only. The Secretary has been charged with reviewing and updating the grazing fee structure.

Justification of Program and Performance

Activity: Payments to Nevada from receipts on land sales

Table X Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	450	-225	0	225	-225
FTE	0	0	0	0	0

❖1995 Activity Description❖

The Burton - Santini Act directs that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred.

The funds returned to the State are to be used for the State's general education program, and the funds returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. Payments for the first 10 months of the collection year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

❖Authorizations❖

Public Law 96-586 of 1980 (*the Burton-Santini Act*) authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada, and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin.

❖1995 Program❖

The 1995 Budget estimate for Payments to Nevada from receipts on land sales is a decrease of \$225,000. The decrease in receipts is project based on an anticipated reduction in the amount of land sales project due to growing environmental issues in Clark County.

Justification of Program and Performance

Activity: Cook Inlet Region, Inc. (CIRI) Property Account

Table XI Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

❖1995 Activity Description❖

Several statutes have granted authorities to various Native corporations and the State of Alaska to select parcels of Federal land in Alaska. The Alaska Statehood Act of 1958 granted the new State government 104 million acres of public land. The Alaska Native Claims Settlement Act (ANCSA) of 1971 authorized Native corporations to select 44 million acres. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 added 104 million acres to national parks, wildlife refuges and other parts of the conservation system, as well as clarifying and expanding upon issues relative to ANCSA.

The State government has primarily selected lands with the potential for resource development. Native corporations, which were established by ANCSA to handle money and lands granted to Alaska Natives, also wanted lands that could be developed for the economic benefit of Alaska Natives, as well as some of the lands where Native peoples had historically lived, hunted, and fished.

CIRI was established as a Native corporation by ANCSA. Special problems associated with CIRI's ability to obtain lands entitled to it under ANCSA have resulted in a number of legislative and administrative attempts at resolutions. Amend-

ments to ANCSA in P.L. 94-204 of January 2, 1976 provided: (1) for the establishment (but not funding) of a CIRI Surplus Property Account for the purpose of bidding on Federal surplus property; (2) identification of the entitlement to be charged against the surplus property account; and (3) the basis for computing gain or loss against CIRI's entitlement. These provisions have been amended several more times with respect to the land selections of CIRI. One of these amendments, P.L. 96-487 (December 2, 1980), provided for the establishment of a Property Account for CIRI in the Treasury of the United States. Another amendment to the Alaska Railroad Transfer Act in 1983, (P.L. 97-468, January 14, 1983), defined terms and conditions for the CIRI Property Account. However, it was not until 1990 that actual funding for the CIRI Property Account was appropriated, as permanent budget authority, by P.L. 101-165, the Department of the Defense Appropriations Act of 1990.

Based on the various legislative authorities, agreements made between the Department of the Interior (DOI) and CIRI further defined a mechanism to account for CIRI's entitlements and a system of priorities for allocations of debits resulting from the fulfillment of the CIRI entitlement. The Memorandum of Understanding between the DOI and CIRI, dated April 11, 1986, requires the Department to adjust the CIRI's Remaining Obligation Entitlement Account peri-

odically to reflect changes in the consumer price index (CPI) for the Anchorage, Alaska, area.

Also, by agreement among the Department of the Interior, Department of the Treasury, and the Office of Management and Budget, the BLM has been assigned the responsibility of administering the operations of the CIRI Property Account and appropriated funds, including making the semi-annual CPI adjustments based upon provisions in the MOU.

The remaining entitlement balance in the CIRI Property Account as of the end of December 31, 1993, including all CPI adjustments to that date, is \$27,307,027.

❖Authorizations❖

The Alaska Native Claims Settlement Act of 1971 as amended by Public Law 94-204 of 1976 (43 U.S.C. 1611) directs the Secretary to make conveyances to Cook Inlet Region, Inc. (CIRI) in accordance with the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area."

The Alaska National Interest Lands Conservation Act of 1980 (43 U.S.C. 1611) authorizes CIRI to bid on surplus property in accordance with the Federal Property and Administrative Services Act of 1940 (40 U.S.C. 484), and provided for the establishment of a CIRI surplus property account by the Secretary of the Treasury.

The Alaska Railroad Transfer Act of 1982 (43 U.S.C. 1611) expands the account by allowing CIRI to bid on properties anywhere in the United States.

The 1988 Department of Defense Appropriations Act (101 Stat. 1329-318) authorized CIRI to bid at any public sale of property by any agent of the United States including the Department of the Defense.

The 1990 Department of Defense Appropriation Act (16 U.S.C 396f) appropriated monies to be placed

into the CIRI Property Account in the U.S. Treasury, as permanent budget authority.

❖1995 Program❖

An FY 1995 budget estimate has not been made because BLM is not aware of what CIRI will elect to do with it's remaining credits.

Justification of Program and Performance

Activity: Payments to Western Oregon Counties (P.L. 103-66)

Table XII Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	78,586	-2773	0	75,813	-2773
FTE	0	0	0	0	0

◆1995 Activity Description◆

The *Omnibus Budget Reconciliation Act of 1993*, Section 13983, provides a new payment calculation for fiscal years 1994 through 2003 for O&C timber receipt sharing with the 18 western Oregon counties which provisions received shared receipt payments for Oregon & California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands within their boundaries.

P.L. 103-66 provides that notwithstanding the provisions of the Act of August 28, 1937 which provided that a fifty percent share of the revenues be paid to O&C counties in the States of Oregon, and notwithstanding the provisions of the Act of May 24, 1939 provides payments to Coos and Douglas Counties for the reconveyed Coos Bay Wagon Road (CBWR) lands that, payments to each such county for fiscal years 1994 through 1998 will be based on a new payments calculation. The payments to the western Oregon counties for 1994 through 1998 are equal to the applicable percentage times the average of the revenues to each such county during the five-year period of fiscal years 1986 through 1990.

In fiscal years 1999 through 2003, payments will be the greater of the amount based on the new payment calculation or the amount calculated under the provisions of the Act of August 28, 1937 and the Act of May 24, 1939.

◆Authorizations◆

In accordance with the *Omnibus Budget Reconciliation Act of 1993*, (P.L. 103-66) a new formula has been established for determining what percentage of the Oregon and California (O&C) Grant Land funds are paid to the counties in which the lands are situated.

◆1995 Program◆

The 1995 Payments to Western Oregon Counties is \$75,812,820, a decrease of \$2,773,000 based on the new formula which provides a payment of 82 percent of the base period annual average payment.

Table XIII Special Payment Schedule

Fiscal Year	Special Payment Amount (Omnibus Budget Reconciliation Act of 1993)
1994	\$78,586,460
1995	\$75,812,820
1996	\$73,039,180
1997	\$70,265,540
1998	\$67,491,901
1999	\$64,718,261
2000	\$61,944,621
2001	\$59,170,981
2002	\$56,397,341
2003	\$53,623,702

O&C Counties will receive the Special Payment Amount FY 1994 - FY 1998. In FY 1999 - FY 2003 the counties will receive the special payment amount or 50% of total receipts, whichever is greater.

Summary of Requirements by Object Class
(Dollars in Thousands)

Appropriation: Miscellaneous Permanent Appropriations

Identification code: 14-9921-0-2-999	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct obligations:								
Personnel compensation:								
11.1 Full-time permanent.....								---
11.3 Other than full-time permanent.....								---
11.5 Other personnel compensation.....								---
11.9 Total personnel compensation.....	0	0		0		0	0	---
12.1 Civilian personnel benefits.....								---
21.0 Travel and transportation of persons.....								---
22.0 Transportation of things.....								---
23.3 Communications, utilities, and miscellaneous charges.....								---
25.2 Other services.....								---
26.0 Supplies and materials.....								---
31.0 Equipment.....								---
32.0 Land and structures.....								---
41.0 Grants, subsidies, and contributions.....		83,579		-1366				82,213
42.0 Insurance claims and indemnities.....								---
99.9 Total obligations.....	0	83,579		(1,366)		0		82,213

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Payments to Oklahoma (royalties).....	20	4	4
00.02 Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road receipts.....	690	---	---
00.03 Payments to counties, Oregon and California grant lands.....	68,626	---	---
00.04 Payments to States (proceeds of sales).....	1,003	661	872
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,214	1,335	1,891
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,740	1,994	2,822
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	15	18	24
00.08 Payments to Alaska, National Petroleum Reserve.....	91	23	---
00.09 Payments to counties, national grasslands.(Farm Tenant Act lands).....	490	485	562
00.11 Payments to Nevada from receipts on land sales.....	360	450	225
00.12 Cook Inlet Region, Inc.....	6618	---	---
00.13 Payments to Western Oregon Counties.....	---	78586	75813
10.00 Total obligations.....	80,867	83,556	82,213

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999	1993 actual	1994 enacted	1995 estimate
Financing:			
17.00 Recovery of prior year obligations.....	---	---	---
21.40 Unobligated balance available, start of year.....	(26,776)	(14,370)	(14,370)
24.40 Unobligated balance available, end of year.....	14,370	14,370	14,370
39.00 Budget authority (gross).....	68,461	83,556	82,213
40.25 Appropriation (special fund, indefinite).....	---	---	---
60.25 Budget authority (appropriation) (special fund, indefinite).....	68,461	83,556	82,213
Relation of obligations to outlays:			
71.00 Total obligations.....	80,867	83,556	82,213
72.40 Obligated balance, start of year.....	10,159	15,994	15,994
74.40 Obligated balance, end of year.....	(15,994)	(15,994)	(15,994)
78.00 Adjustments in unexpired accounts.	---	---	---
90.00 Outlays.....	75,032	83,556	82,213

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code: 14-9921-0-2-999	1993 actual	1994 enacted	1995 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	---	---	---
11.3 Other than full-time permanent.....	---	---	---
11.5 Other personnel compensation.....	---	---	---
11.9 Total personnel compensation.....	---	---	---
12.1 Civilian personnel benefits.....	---	---	---
21.0 Travel and transportation of persons.....	---	---	---
22.0 Transportation of things.....	---	---	---
23.3 Communications, utilities, and miscellaneous charges.....	---	---	---
25.2 Other services.....	---	---	---
26.0 Supplies and materials.....	---	---	---
31.0 Equipment.....	---	---	---
32.0 Land and structures.....	6,618	---	---
41.0 Grants, subsidies, and contributions.....	74,249	83,556	82,213
42.0 Insurance claims and indemnities	---	---	---
99.9 Total obligations.....	80,867	83,556	82,213

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code: 14-9921-0-2-999	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	---	---	---
Full-time equivalent of overtime and holiday hours.....	---	---	---

Appropriation: Permanent Operating Funds

Appropriation Language Sheet

This appropriation provides for the use of certain receipts from the sales, lease, or use of the Public Lands and resources, or other sources as authorized by law for specified program operations conducted by the BLM. These funds are available by operation of permanent law and do not require annual appropriation action by the Congress. Amounts are estimated based on anticipated collections. The Permanent Operating Funds are available for BLM to maintain quarters, administer salvage timber operations, maintain roads, acquire special lands or minerals, and/or develop water wells.

Summary of Requirements
(dollars in thousands)

Appropriation: Permanent Operating Funds

	FTE	Amount
President's Budget, 1994	51	7,250
Summary of Uncontrollable and Related Changes*	0	(1,000)
Program Changes (detailed below)	0	0
Total Requirements (1995 Request)	51	6,250

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program	1995		Inc (+) Dec (-) from 1994	
	FTE	Amount	FTE	Amount	FTE	Amount		FTE	Amount	FTE	Amount
1. Operation and Maintenance of Quarters	4	222	2	250	0	0	0	2	250	0	0
2. Forest Ecosystems Health and Recovery	0	667	22	4,000	0	(1,500)	0	22	2,500	0	(1,500)
3. Special Acquisition of Lands and Minerals	0	0	0	0	0	0	0	0	0	0	0
4. Payment From Proceeds, Sale of Water	0	0	0	0	0	0	0	0	0	0	0
5. Expenses, Road Maintenance Deposits	68	2,942	27	3,000	0	(1,000)	0	27	2,000	0	(1,000)
TOTAL APPROPRIATION	72	3,831	51	7,250	0	(2,500)	0	51	4,750	0	(2,500)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

** This number reflects the Total Obligations and not (\$8,931) Budget Authority that was inadvertently placed in MAX.

Justification of Program and Performance

Activity: Operations and Maintenance of Quarters

Table I Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	250	0	0	250	0
FTE	2	0	0	2	0

◆Authorization◆

The 1985 Appropriations Act for the Department of the Interior and Related Agencies, (P.L. 98-473), §320, established a permanent account in each bureau for the operation and maintenance of quarters, starting with 1985 and each fiscal year thereafter.

The 1995 Budget estimate is \$250,000 and 2 FTE. The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition. Funds are managed on a statewide basis. Each state collects rental income from quarters and returns them to the facility where the collections were made.

◆1995 Program◆

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

The objectives of this account is to maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

Justification of Program and Performance

Activity: Forest Ecosystem Health and Recovery Fund

Table II Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	4,000	0	0	2,500	-1,500
FTE	22	0	0	22	0

◆Authorization◆

In accordance with the 1993 *Interior and Related Agencies Appropriations Act*, the Federal share of receipts from the disposal of salvage timber from lands under the jurisdiction of the Bureau of Land Management is deposited in a special fund in the Treasury of the United States.

◆1995 Program◆

This account is derived from revenue generated from the Federal share of receipts from the sale of salvage timber from Oregon and California Grant Lands, Public Domain Lands, and Coos Bay Wagon Road Lands. It was established under the 1993 interior and Related Agencies Appropriation Act to allow the Bureau of Land Management to more efficiently and effectively address forest health problems by allowing for prompt salvage and reforestation of insect, disease, and fire damaged forests. The fund allows BLM to plan and prepare salvage timber for disposal, for administration of salvage timber sales, and for subsequent site preparation and reforestation.

The FY 1995 Budget estimate is \$4,000,000 and 22 FTE. In 1993, approximately \$5,600,000 was deposited as the Federal share of the timber salvage receipts. It is estimated that the Federal

share of receipts collected for 1994 should be approximately \$4,000,000 and for 1995 they should be approximately \$2,500,000. These funds are available to the BLM for timber salvage sale and reforestation work.

The volume of salvage in any given year may vary significantly, depending on severity of fire season, weather events, and insect outbreaks. The carry-over balance from year to year is anticipated to be between \$3,000,000 and \$6,000,000 due to the variation in receipts and the annual cost of timber salvage and reforestation work. On the average, BLM can anticipate having a timber salvage program of about 15 to 20 million board feet annually.

Justification of Program and Performance

Activity: Expenses, Road Maintenance Deposits

Table III Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	3,000	-1,000	0	2,000	-1,000
FTE	27	0	0	27	0

◆Authorization◆

Section 502(c) of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are permanently appropriated to BLM for road maintenance.

◆1995 Program◆

The BLM has authority to collect money for road maintenance from commercial users of the Public Lands and Public Domain Lands transportation system. Most of the funds generated for this account comes from Oregon and California Grant Lands and are available for those lands only (43 U.S.C. 1735(b)), excluding \$225,000 which is earmarked for administrative expenses. Roads where BLM collects these fees are normally subject to heavy, continuous travel by the commercial users and also by other Public Land users. Mainline timber access roads in western Oregon fall into this category.

The 1995 Budget estimate is \$2,000,000 and 27 FTE, a decrease of \$1,000,000 from the 1994 estimate. Because many of these roads are primary public access roads the road maintenance

deposit funds collected from the commercial users are used in combination with funds appropriated by Congress for accomplishing the total transportation maintenance program for these roads.

Justification of Program and Performance

Activity: Special Acquisition of Lands & Minerals (Borrowing Authority)

Table IV Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

◆Authorization◆

The Rattlesnake Recreation Area and Wilderness Act of 1980 (16 U.S.C. 460 11-3) authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

The Lee Metcalf Wilderness and Management Act of 1983 as amended (16 U.S.C. 460 11-3) provides that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of §35 of the *Mineral Leasing Act of 1920*, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation (P.L. 96-401) provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in

Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

◆1995 Program◆

This account was established to identify the budgetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for the acquisition of non-Federal land or of minerals interests in any areas specifically authorized or directed by an Act of Congress. The use of this approach have been limited and involve previously two actions, which are the Rattlesnake NRA and Wilderness and the cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana.

This account is a permanent authority to borrow established by Congress and does not require current Congressional action.

Rattlesnake NRA and Wilderness Area

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to

\$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilder-ness Area in the State of Montana.

No activity is planned in this program in 1995, since all applicable authorizations have been depleted or expired.

The value of the bidding rights was set to in-crease at a rate set quarterly by the Secretary of the Treasury and published in the *Federal Register*, pursuant to §11 of the *Debt Collection Act of 1982* (31 U.S.C. 3717). Interest was compounded quar-terly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter. All bidding rights granted continue until fully used, or if not fully used, to not later than November 1, 1995, unless the eligibility period is extended. As of 1991 all of the bidding rights that incurred interest have been used. Therefore, since the amount carried in this account represented only estimated interest, the amount after 1991 is zero.

Northern Cheyenne Indian Reservation

On September 24, 1985, pursuant to *PL 96-401*, BLM issued bidding rights of about \$3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Mont-ana. On April 25, 1989, BLM issued bidding rights of \$4,977,955 to Garfield County Explora-tion Company and Shale Oil Syndicate, Inc., for their rights within the Northern Cheyenne Indian Reservation. On October 19, 1989, BLM issued bidding rights of \$892,487 to Consolidation Coal Company for its rights within the Northern Cheyenne Indian Reservation. The bidding rights granted do not accrue interest. All rights granted to Peabody Company shall continue until fully used, or if not fully used, not later than Septem-ber 30, 2005. The rights granted to Garfield County Exploration Company and Shale Oil Syndicate, Inc., and to Consolidation Coal Company shall continue until fully used.

As of October 27, 1993 the remaining outstanding unused bidding rights were used; making the balance zero.

Justification of Program and Performance

Activity: Payment from Proceeds, Sale of Water

Table V Activity Summary (\$ 000s).

Activity	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

◆Authorization◆

Section 40(d) of the *Mineral Leasing Act of 1920* (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on Public Lands strike water, water wells may be developed by the Department from the proceeds from the sale of water from existing wells.

◆1995 Program◆

Section 40(d) of the *Mineral Leasing Act of 1920* (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on Public Lands strike water, water wells may be developed by Department from the proceeds from sale of water from existing wells.

The FY 1995 Budget estimate for payments from proceeds, the Sale of Water is zero. Consistently, funds derived from such proceeds have been recommended for deferral each year by the Administration.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Permanent Operating Funds

Identification codes 14-9926-0-1-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct obligations:								
Personnel compensation:								
11.1 Full-time permanent.....		1,159		-27				1,132
11.3 Other than full-time permanent.....		283		-7				276
11.5 Other personnel compensation.....		0						0
11.8 Special personal services payments.....		0						0
11.9 Total personnel compensation.....	51	1,442	0	(34)	0	0	51	1,408
12.1 Civilian personnel benefits.....		281		-7				274
13.0 Benefits for former personnel.....		0						0
21.0 Travel and transportation of persons.....		37						37
22.0 Transportation of things.....		1,005						1,005
23.1 Rental payments to GSA.....		25						25
23.2 Rental payments to others.....		0						0
23.3 Communications, utilities, and miscellaneous charges.....		38						38
24.0 Printing and reproduction.....		27		-7				20
25.2 Other services.....		4,079		-2396				1,683
26.0 Supplies and materials.....		260		-30				230
31.0 Equipment.....		36		-6				30
32.0 Land and structures.....		20		-20				0
41.0 Grants, subsidies, and contributions.....		0						0
42.0 Insurance claims and indemnities.....		0						0
91.0 Unvouchered.....		0						0
99.0 Subtotal, direct obligations.....	51	7,250	0	(2,500)	0	0	51	4,750

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9926-0-2-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Operation and Maintenance of Quarters.....	222	250	250
00.02 Forest Ecosystems Health and Recovery.....	667	4,000	2,500
00.05 Expenses Road Maintenance Deposits.....	2,942	3,000	2,000
10.00 Total obligations.....	3,831	7,250	4,750
Financing:			
17.00 Recovery of prior year obligations.....	(36)	---	---
21.40 Unobligated balance available, start of year.....	(3,131)	(8,267)	(8,267)
24.40 Unobligated balance available, end of year.....	8,267	8,267	8,267
39.00 Budget authority (gross).....	8,931	7,250	4,750
60.25 Budget authority (appropriation) (special fund, indefinite).....	8,989	7,250	4,750
60.45 Portion precluded from obligation.....	-49	---	---
60.75 Reduction pursuant to P.L. 102-381.....	-9	---	---
63.00 Appropriation (total).....	8,931	7,250	4,750
Relation of obligations to outlays:			
71.00 Total obligations.....	3,831	7,250	4,750
72.40 Obligated balance, start of year.....	468	321	265
74.40 Obligated balance, end of year.....	(321)	(265)	---
78.00 Adjustments in unexpired accounts.....	(36)	---	---
90.00 Outlays.....	3,943	7,306	5,015

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Object Classification (in thousands of dollars)

Identification code: 14-9926-0-1-302	1993 actual	1994 estimate	1995 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	1,148	1,159	1,132
11.3 Other than full-time permanent.....	280	283	276
11.5 Other personnel compensation.....	62	63	61
11.8 Special personal services payments.....	0	0	0
11.9 Total personnel compensation.....	1,490	1,505	1,469
12.1 Civilian personnel benefits.....	288	281	274
13.0 Benefits for former personnel.....	0	0	0
21.0 Travel and transportation of persons.....	41	37	37
22.0 Transportation of things.....	955	1,005	1,005
23.1 Rental payments to GSA.....	0	25	25
23.2 Rental payments to others.....	0	0	0
23.3 Communications, utilities, and miscellaneous charges.....	13	38	38
24.0 Printing and reproduction.....	0	27	20
25.2 Other services.....	786	4,016	1,622
26.0 Supplies and materials.....	220	260	230
31.0 Equipment.....	17	36	30
32.0 Land and structures.....	19	20	0
41.0 Grants, subsidies, and contributions.....	0	0	0
42.0 Insurance claims and indemnities.....	0	0	0
91.0 Unvouchered.....	2	0	0
99.0 Subtotal, direct obligations.....	3,831	7,250	4,750

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Personnel Summary

Identification code: 14-9926-0-2-302	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	51	51	51
Full-time equivalent of overtime and holiday hours.....	1	1	1

Appropriation: Oregon and California Grant Lands

Appropriation Language Sheet

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$87,052,000] \$106,021,000, to remain available until expended: *Provided*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).¹

(16 U.S.C. 594; 43 U.S.C. 1181, 1701 et seq; 53 Stat. 753; P.L. 103-138, Department of the Interior and Related Agencies Appropriations Act, 1994.)

¹. The President's Budget proposes to merge this account with two other BLM operating accounts into a new proposed "Management of Public Lands and Resources" appropriation to facilitate integrated management of Public Land resources managed by the BLM.

Justification of Proposed Language Changes

The President's Budget proposes to merge the funding and provisions of this appropriation into the new proposed "Management of Public Lands and Resources" appropriation to facilitate integrated management of Public Land resources managed by the BLM.

Appropriation Language Citations

1. "For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$87,052,000] \$106,021,000, to remain available until expended:"

16 U.S.C. 594
43 U.S.C. 1181 a,b,d,f
43 U.S.C. 1701 et seq.
53 Stat. 753
P.L. 103-138

43 U.S.C. 1181 a, b, d-f; the Oregon and California Grant Lands Act of 1937, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended, provides for the Public Land to be generally retained in Federal ownership; for periodic and systematic

inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all Public Lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, §701(b) of FLPMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, The act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

2. " *Provided*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876)."

This language was first enacted in the 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a

reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

◆Authorizations◆

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

43 U.S.C. 1181 a, b, d-f, the *Oregon and California Grant Lands Act of 1937*, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the *Federal Land Policy and Management Act of 1976*, as amended, provides for the Public Land to be generally retained in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all Public Lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, §701(b) of FLPMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, The act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

P.L. 103-138, *The Department of the Interior and Related Agencies Appropriation Act of 1994* provides funding for BLM programs.

Summary of Requirements
(dollars in thousands)

Appropriation: Oregon and California Grant Lands

	FTE	Amount
President's Budget, 1994	1,257	87,052

Summary of Uncontrollable and Related Changes* FTE Amount

FTE Usage Reduction	0	0
Administrative Streamlining	(400)	
Additional Cost in 1996 of the January 1994 Pay Raise	333	
CSRS/FERS Retirement Costs	484	
One-less Paid Day in Fiscal Year 1995	-184	
Separation/Retirement Fund Drop	-124	

Total Uncontrollable Changes	0	109
Program Changes (detailed below)	50	18,860

Total Requirements (1995 Request)	1,307	106,021
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Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-)	
	Actual	FTE Amount	Enacted	To Date	FTE Amount	Changes (+/-)	FTE Amount	Changes	Budget	Request	FTE Amount	FTE Amount

Western Oregon Resources Mgmt:

Forest Management	590	29,210	560	20,065	0	(195)	(150)	1,000	410	20,870	-150	805
Reforestation and Forest Development	372	29,117	353	22,939	0	97	0	0	353	23,036	0	97
Other Forest Resources Mgmt	152	10,760	152	29,331	0	161	212	9,160	364	38,652	212	9321
Resource Management Planning	55	2,513	52	1,302	0	6	(12)	0	40	1,308	-12	6
Subtotal, W.O. Res. Mgmt	1,169	71,600	1,117	73,637	0	69	50	10,160	1,167	83,866	50	10,229

Western Oregon Information and Data Systems:

Data Systems Operation and Manag	14	2,242	13	2,435	0	1	0	0	13	2,436	0	1
Resources Data Acquisition and Man	1	218	1	215	0	1	0	0	1	216	0	1
Subtotal, W.O. Inf. & Data S	15	2,460	14	2,650	0	2	0	0	14	2,652	0	2

Western Oregon Facilities Maintenance

Facilities Maintenance	48	3,105	44	3,066	0	15	0	500	44	3,071	0	515
Transportation Systems Maint	76	4,351	72	6,811	0	30	0	5,000	72	11,841	0	5030
Subtotal, Western Ore. Faci	122	7,456	116	9,867	0	45	0	5,500	116	15,412	0	5,545

Western Oregon Constr. and Acquisition:

Construction	5	584	5	581	0	(8)	0	3,200	5	3,773	0	3192
Acquisition	5	315	5	317	0	1	0	0	5	318	0	1
Subtotal, W.O. Constr. and A	10	899	10	898	0	(7)	0	3,200	10	4,091	0	3,193

TOTAL APPROPRIATION	1,316	82,415	1,257	87,052	0	109	50	18,860	1,307	106,021	50	18,969
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❖Justification of Uncontrollable Cost Changes❖

Table I Justification of Uncontrollable Cost Changes, Oregon and California Grant Lands (\$ 000s).

	1994 Enacted	1995 Change
Cost Savings in 1994 Due to the Implementation of Executive Order 12837 Producing Reductions in Agency Administrative Expenses over Four Years (Administrative Streamlining).	N.A./-\$1,100	N.A./-\$400
The adjustment is for the cost savings associated with a reduction in administrative expenses reflecting the Bureau's participation in the Administration's program to increase the administrative productivity of the Federal government.		
Additional cost in FY 1995 of the January 1994 Pay Raise		+\$333
The adjustment is for an additional amount of \$3,787,000 needed in 1995 to fund a nationwide pay increase of 1.6% effective January 1995.		
Additional cost in 1995 of the January 1994 Locality Pay Raises - Absorbed	[\$1,259]	[\$432]
The amount displayed in brackets represents the additional costs of funding the entire January 1994 locality pay increase for GS-series employees and the associated pay rate changes made in other pay series. Three quarters of this amount has been absorbed in the 1994 program, and one-quarter will be absorbed in the 1995 program.		
Other Uncontrollable Cost Changes:		
CSRS/FERS Retirement Costs	\$4,650	+\$484
The adjustment is for changes in estimated retirement costs paid by the Bureau. It results from changes in the relative proportion of FERS employees in the work force and from changes in the percentage of employee salaries paid to retirement funds. It reflects the lower FERS agency changes set for 1995.		
One-less Paid Day in Fiscal Year 1995	N.A.	-\$184
The adjustment reflects the fact that FY 1995 has one less paid day than FY 1994.		
Federal Separation and Retirement Payments	\$124	-\$124
The adjustment is to remove a one-time change in the 1994 appropriations for paying an expected one-year peak in the amount of payments to separating and retiring employees. An unusually high cost for these payments was forecast for 1994 due to the effect of various laws and personnel policies.		
Total, Uncontrollable Cost Changes (FTE / \$)		N.A./+\$109

Appropriation Summary Statement

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). Land classifications receiving funding from this appropriation are shown in Table I.

Table II Land Status of BLM-Managed Lands in Western Oregon.

Land Status	Acres
Oregon and California Grant Lands	2,072,000
Coos Bay Wagon Road Lands	75,000
Public Domain	239,500
Total, BLM western Oregon lands	2,386,500

Intermingled Public Domain lands which are managed for forest production under the principle of sustained yield and multiple-use under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 are also included in this appropriation.

Programs conducted on certain additional O&C lands (492,399 acres) within National Forests are managed by the Forest Service and included in the Forest Service budget request.

The goals of the BLM management program for western Oregon are to provide for ecosystem diversity and sustainability. The maintenance and enhancement of biological diversity and sustainable resource production will provide a permanent supply of timber; protect and enhance watersheds, fish and wildlife habitat and species diversity; provide recreational opportunities; and contribute to the economic stability of local

communities dependent upon the timber resource.

Appropriation Summary Statement

The Oregon and California (O&C) Grant Lands appropriation primarily provides for management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands. As mandated by the O&C Act of 1937 (43 U.S.C. 1181), these lands are managed for permanent forest production under the principle of sustained yield. Other activities on O&C lands include: Wilderness, Recreation, Riparian and Aquatic, Upland Resources and Wildlife management programs. BLM also constructs and maintains facilities in support of O&C programs, and does planning and resource analysis.

Resources on intermingled Public Domain land (about 10% of the land base) are managed under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 and are also included in this appropriation.

Management funds for these land are included in the Forest Service budget request.

The BLM management objectives in western Oregon are largely the same as those for the management of Public Land throughout the Nation: to provide for ecosystem diversity and sustainability while providing an array of multiple use benefits and services to local communities and the general public. The maintenance and enhancement of biological diversity, and ensuring sustainability of renewable resources, will provide a permanent supply of timber; protect and enhance watersheds, fish and wildlife habitat, provide recreational opportunities; and contribute to the economic stability of local communities dependent upon these lands.

The following major activities are financed by this appropriation:

- ① Western Oregon Resources Management

Provides for the management of 2.4 million acres of lands which are primarily forest ecosystems in western Oregon. These lands support a number of resource management activities including timber harvest, grazing, critical watersheds, wildlife habitat and fisheries, and recreation and cultural resources. Timber harvest is planned as a complementary activity in conjunction with providing ecosystem diversity and sustainability.

A new annual allowable sale quantity (ASQ) of timber was recommended in the new proposed Resource Management Plans (RMPs) expected to be implemented in 1994, and will be in compliance with applicable laws, and the reforestation and forest development practices necessary to support that average annual level of harvest. Resource management planning is also included in this activity.

④ Western Oregon Information and Resource Data Systems:

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. With the expected implementation of the new proposed RMPs in 1994, the program focus will change from maintaining data for the plans to making the data operational for use in monitoring, adaptive management, developing timber sale plans, habitat management plans, and other activity plans.

④ Western Oregon Facilities Maintenance:

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and the transportation system necessary for the management of the lands in western Oregon. Investment increases in facilities infrastructure are part of the President's initiative to Invest in America's Growth.

① Western Oregon Construction and Acquisition

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; transportation planning, and survey and design of

access and other resource management roads; several construction projects on BLM lands in western Oregon; and rock aggregate used in the construction of access roads.

◆ Presidential and Secretarial Initiatives ◆

The Administration's Forest Plan

The President convened the Forest Conference on April 2, 1993 in Portland, Oregon. The Conference focused on how public lands should be managed to recognize the need to protect and preserve old growth forests, fish, wildlife, and water as well as the needs of the workers, businesses, and communities dependent on timber sales. Much of the region's old growth forests has already been logged and most of the remaining old growth forest is on Federal lands.

The President released his *Forest Plan for a Sustainable Economy and Sustainable Environment* on July 1, 1993. The Forest Plan is a comprehensive and innovative blueprint for forest management, economic development, and agency coordination in the Pacific Northwest and Northern California. The Plan is based on Option 9 of the Forest Ecosystem Management Assessment Team (FEMA-T) report. The Plan focuses on key watersheds and a comprehensive system of old growth reserves to protect old growth ecosystems. The Department of the Interior actively worked with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents to develop the Forest Plan.

The Department's 1995 budget supports the Plan with a commitment of \$71.4 million. As part of the total, funding for "Jobs in the Woods" ecosystem restoration projects will put unemployed timber workers back to work on riparian projects, road closures, and other improvements. Implementation of Option 9 of the Plan includes watershed assessments, planning, and monitoring, as well as ongoing research. Supporting the Plan is a proposal to harvest the identified allow-

able backlog of approved annual cuts on Indian Reservations. Table II shows 1995 funding requested for the Forest Plan by the Department of the Interior.

Forest Plan Implementation

This effort includes completion of the Supplemental EIS and Resource Management Plans reflecting the assumptions and guidance contained in the President's Forest Plan. Under the President's Forest Plan, all interdisciplinary activities will center around the completion of a watershed assessment, which will help delineate riparian reserves and become the basis for management decisions, monitoring, and restoration programs. Table III outlines BLM's requested funds for implementation work. Table IV outlines the specific accomplishments to be achieved with the requested increase of \$6,860,000.

"Jobs in the Woods"

The "Jobs in the Woods" initiative is funded in several O&C subactivities as shown in Table V. The Bureau has identified a number of opportunities for ecosystem restoration projects including wildlife and riparian improvement projects, forest improvement projects, stream restoration projects, road maintenance, road closures, and road and bridge replacement, improvement and repair. Such work will help reduce sedimentation into streams, enhance anadromous fish habitat, improve forest habitat, and possibly eliminate the future need to list species under the Endangered Species Act. The work will also help diversify local economies by enhancing economic opportunities associated with fisheries and recreational values. The work planned provides opportunities for contracting to the private sector and responds and ties directly to the President's initiative providing stimulus to both local economies and employment.

Table III Department of the Interior Forest Plan Funding 1995 (\$ 000s)

(\$ 000)	1994 Enacted	1995 Increase	1995 Budget Request
Jobs in the Woods			
Bureau of Land Management	5,000	12,000	17,000
Fish and Wildlife Service	1,000	9,000	10,000
Bureau of Indian Affairs	1,000	2,000	3,000
Subtotal	7,000	23,000	30,000
Forest Plan Implementation			
Bureau of Land Management	17,300	6,860	24,160
Fish and Wildlife Service	0	11,250	11,250
National Biological Survey	2,231	2,250	4,481
Subtotal	19,531	20,360	39,891
BIA Timber Program	0	1,500	1,500
Total	26,531	44,860	71,391

The proposed activities meet the following criteria:

- They support family wage jobs.

Table IV Forest Plan Implementation, BLM (Option 9) (\$ 000s)

Program Activity/Subactivity	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Western Oregon Resource Management			
Forest Management	3,612	4,612	+1,000
Other Forest Resources	13,456	19,366	+5,860
Resource Management Planning	231	231	0
Total	17,300	24,160	+6,860

- They would occur on Federal land.

- They are within the targeted geographic area (SW Oregon, northern California, and the Olympic Peninsula).

- They involve more than watershed restoration.

♦Background of the O&C Appropriation♦

Title II of the *Oregon and California Grant Lands Act of 1937*, 43 U.S.C. 1181f, (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

- ① Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

Table V Implementation of the Forest Plan

Program Accomplishments	1995 Increase (\$ 000s)
Watershed Analysis: Allows for assemblage of additional base data where gaps of knowledge exist, and support electronic data capture and analysis. Funds will be used to acquire highest priority base data needed for watershed analysis. Interagency monitoring protocols and coordination for adaptive management will also be initiated.	+3,160
Interagency coordination/cooperation: Fund a full year of the interagency cooperation and coordination structure set up in 1994. Work includes development of an interagency implementation training strategy.	+1,000
GIS: Define the requirements for and develop analytical tools for watershed analysis, adaptive management area planning, provincial planning, monitoring, and decision support.	+700
Adaptive Management Areas: Funds will be used to support and develop partnerships with various groups as identified in the Forest Plan. These funds represent only a portion of the total funding directed to adaptive management areas, additional funds come from other cooperators. Funds will primarily be used to fund the process of other work designed to do watershed analysis, base data acquisition, and restoration projects.	+500
Workforce Transition Costs: Increase will be used to reconfigure the BLM workforce in line with the focus of the Forest Plan. Funds will be used for retraining, employee orientation, recruitment for special skills, and transfers to new duty stations.	+500
Threatened and Endangered Species: Work includes review and coordination of proposed project work; plan development or modification; monitoring and inventory of critical habitat areas (175 sites/69,000 acres); and the reconstruction of natural vegetation patterns through the use of historic documents and paleoenvironmental assessments; and provision of interpretive and environmental education information related to forest management and habitat response.	+1,000
Total	+6,860

Table VI BLM "Jobs in the Woods" Projects/Accomplishments (\$ 000s).

Ecosystem Restoration - Western Oregon			
Program	Major Accomplishments	1994 Enacted To Date	1995 Budget Request
Facilities Maintenance	Two projects in existing recreation sites to protect ground water quality through the upgrade of sanitary facilities, sewer hookup, and water system replacement, and repair of two existing facilities.	0	500
Transportation System Maintenance	Provides for reduction of erosion from roads, reduction in stream sedimentation and improvement of fish passages through contracts: FY 1995: 60 miles of road resurfacing, replacement of 45 culverts, 2,000 miles of slide removal, mulching, and brushing.	0	5,000
Wildlife and Fisheries Management	FY 1994 provides for: • creation of snags/tree nest cavities (1,550 ac treated) • woody debris placement (380 ac) • monitor/inventory 45 sites/18,000 acres • habitat mgmt plan prep (1 plan) • 1 ACEC restoration projects • 18 acres Snowy Plover Habitat enhancement • thinning of stands FY 1995 provides for: • creation of snags/tree nest cavities (5,850 ac treated) • woody debris placement 1,450 ac) • 4 ACEC restoration projects • 70 acres Snowy Plover Habitat enhancement • thinning of stands	1,000	3,800
Soil, Water, Air, Program	Project Implementation: FY 1994: 68 projects • 2200 acres of weed control, 4,000 acres of stand and range improvement; 250 miles of fence; bank stabilization, and planting; and thinning of stands. Also provides for 56 miles of Anadromous Fish streams inventoried and 120 miles of stream improvements. FY 1995: 28 projects • 2860 miles of stream channel and riparian vegetation inventories, 175 stations for water quality data collection, and 13,600 acres of erosion reduction to reduce stream sedimentation, and enhance water quality and anadromous fish habitat; 930 acres of weed control; 1,800 acres of stand and range improvement, 115 miles of fence, bank stabilization and planting, thinning of stands; 52 miles of stream inventory and 25 project miles of stream improvement.	4,000	4,000
Recreation	Provides for 5 Back County Byway interpretive projects which will enhance recreational uses and related industries.	0	500
Construction	Projects are geared to protect and diversify community economic opportunity. Provides for construction of projects which provide new facilities, expansion or improvements to support ecosystem restoration, transportation safety, recreation use, and wildlife viewing opportunities, and "Jobs in the Woods".	0	3,200
Total	BLM Oregon "Jobs in the Woods"	5,000	17,000

② An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second

paragraph of subsection (b) of Title II of the O&C Act); and

③ Twenty-five percent to the General Fund of the Treasury to be made available upon appropri-

ation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Department of the Interior for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the U.S. Treasury had been repaid in full for money advanced to make the payments in lieu of taxes prior to 1937. According to subsection (b), Title II of the O&C Act, the 18 O&C counties were then entitled to 75 percent of the receipts. However, in 1953, the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States Government for the development and management of the O&C lands.

Beginning in 1953, Congress appropriated some or all of these subsection (b) to BLM and the Forest Service receipts (by allocation from BLM) for development, protection, and management of the O&C lands. From 1961 through 1981, an amount equal to the full 25 percent of receipts collected was appropriated by Congress to BLM for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made the "O&C" appropriation a direct, definite appropriation to BLM. This was done to eliminate the uncertainty in financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber harvests. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C" appropriation. Beginning with 1985, the Forest Service also began receiving a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation of funds from BLM. These concepts would be continued in 1995.

In the 1995 President's Budget, the Administration proposes to establish a single major operating appropriation for BLM by merging the existing "Management of Lands and Resources", "Construction and Access", and "Oregon and California Grant Lands" appropriations.

◆Receipts◆

Receipts from the harvest of timber and other products on the Oregon and California (O&C) Grant Land, the Coos Bay Wagon Road (CBWR) Lands and intermingled Public Domain (P.D.) land of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties.

Historically, receipts from O&C lands were divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Due to resource conflicts and the restrictions on timber harvest, receipts

Table VII Special Payment Schedule

FY	Special Payment Amount (Omnibus Budget Reconciliation Act of 1993) ¹
1994	\$78,586,460
1995	\$75,812,820
1996	\$73,039,180
1997	\$70,265,540
1998	\$67,491,901
1999 ²	\$64,718,261
2000	\$61,944,621
2001	\$59,170,981
2002	\$56,397,341
2003	\$53,623,702

¹ Floor payment average 1986-1990=\$184,909,318/2 (50%) = \$92,454,659 X .85% (1994)=\$78,586,460

² O&C Counties will receive the Special Payment Amount FY 1994-FY 1998. FY 1999 -FY 2003, they will get the special payment amount or 50% of total receipts, whichever is greater.

have declined significantly impacting local economies. To stabilize O&C county revenues, appropriation language for 1991, 1992, and 1993, included a provision for a floor payment to the O&C counties to insure total payments would be equal to the annual average of the five year period between 1986-1990 (the payment could not exceed total receipts collected).

Receipts from Coos Bay Wagon Road lands also are now included in the Special Payment to western Oregon Counties. Receipts from Public Domain lands are divided among the State (4 percent), the General Fund of the Treasury (20 percent), and the Reclamation Fund (76 percent).

The payment formulas were further modified in the Omnibus Budget Reconciliation Act 1993. The Act provides the western Oregon counties a "special payment amount" based on an annually decreasing percentage of a 5 year average (1986-1990) replacing both the old O&C payment and the CBWR payment. Table VII shows the special payment schedule through the year 2003. However, for each year from 1999 through 2003, payments to the counties will be the greater of either the special payment amount identified, or the share of the 50-percent of total receipts.

Since 1993, the federal share of all the receipts generated from timber salvage sales goes to the Forest Health and Recovery Account to be used for further salvage of timber and reforestation of these lands.

Activity Summary

Activity: Western Oregon Resources Management

Table VIII Activity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes(+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Forest Management	20,065	-195	+1,000	20,870	+805
Reforestation and Forest Development	22,939	+97	0	23,036	+97
Other Forest Resources Management	29,331	+161	+9,160	38,652	+9,321
Resource Management Planning	1,302	+6	0	1,308	+6
<i>Total</i>	<i>73,637</i>	<i>+69</i>	<i>+10,160</i>	<i>83,866</i>	<i>+10,229</i>

❖ Authorizations ❖

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "Public Lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any

provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

❖ Activity Overview ❖

Resources Management for the Future in Western Oregon

During the last decade there has been a growing awareness about new resource management issues, developments in technologies, scientific information, cultural and ethnic demands, increasing population, changing local economic conditions, and broadening demands for a clean and healthy environment. These trends present new opportunities for the BLM to respond creatively and adapt operations to these new concerns.

Much of this can be accomplished through ecosystem management, which is *an approach* to sustain the integrity, diversity and productivity of ecological systems while providing resource products, uses, values and services for present needs and for future generations. It is built around managing ecological systems rather than individual program parts while recognizing that humans and their social, economic and cultural needs are an integral part of ecosystems. Managing for healthy ecosystems will promote biological diversity directly benefiting wildlife habitat and water quality as well as maintaining sustainable development.

The ecosystem management approach in BLM is governed by the principles of restoring, maintaining, and sustaining ecosystems; maintaining landscape functions; increasing partnerships and cooperative management; improving scientific decision making; integrating data and data applications; utilizing interdisciplinary approaches; managing at various scales; and reconnecting portions of the landscape that have been managed separately in the past. Management processes do not address just ecological systems but also economic sustainability. Healthy ecosystems will produce more over a long period of time and contribute to the economic stability of the communities dependent on these ecosystems.

BLM developed a particular management approach for the forest lands in western Oregon and selected it as the preferred alternative in the draft resource management plans completed in August 1992. These Plans were further modified to comply with the Principles set forth in the *President's Forest Plan for a Sustainable Economy and Sustainable Environment* (July 1, 1993). The principles used in development of an ecosystem approach are:

- Considering BLM land in relation to their function as an important part of the whole regional system and its physical, biological and socio-economic qualities rather than in isolation.

- Considering a wide variety of species and their diversity rather than focusing on single species needs.

- Developing effective monitoring and analytical capabilities including use of advanced automation technology to support management that can be adaptive to changing conditions and new information.

- Planning for and investing in management to assure long-term sustainable ecosystems to meet the environmental and economic needs of generations far in the future.

Although the BLM feels confident that an ecosystem-based approach will be the best for long-term health and productivity of western Oregon forests, there is not yet a clear understanding of what the management needs and costs of the approach will be. It is known, however, that there will significant changes in resource management goals and practices in the future

Ecosystem management recognizes and emphasizes the interconnected and interdependent relationships of ecologic, economic and social needs and activities. Although the FY 95 President's budget proposed to modify the O&C budget structure, present BLM organizations and budget structures for western Oregon are based on a concept of distinct programs and disciplines.

Ecosystem management focuses on desired conditions and functions of ecosystems. Many of these desired conditions, although important, are not recognized in quantifiable market values and many will not be realized until many years after investments are made. Present management and budget structures for western Oregon programs focus on measurable and more immediate commodity and other output targets.

Ecosystem management recognizes that management activities are interdependent and all affect the ecosystem. Present management systems and structures for western Oregon activities were built with the assumption that activities can often

be planned, budgeted and implemented independently.

President's Forest Plan for the Pacific Northwest

On July 1, 1993 the President announced a blueprint for forest management and economic development designed to strengthen the long-term economic and environmental health of the Pacific Northwest Region. While for BLM the major focus of the Plan is in western Oregon, it also addressed BLM forest lands in northern California. The Forest Plan, which includes 10 options, is patterned after the preferred Option 9 of the Forest Ecosystem Management Assessment Team (FEMAT) report, and sets a new direction in land and forest management for the federal agencies in the Pacific Northwest and northern California. This Region encompasses BLM managed land in western Oregon and northern California which provide spotted owl habitat.

The Plan addresses environmental concerns while concurrently meeting the economic adjustment needs of communities. Various aspects of the Plan will be highlighted in this and other O&C Appropriation Activities. Objectives of the Plan include:

- **Ecosystem Restoration and Economic Development Opportunities:** To help offset reductions in timber harvest, provide immediate stimulus to local economies and employment through projects designed to restore impaired ecosystems.
- **Ecosystem Management:** Shift away from a narrow focus on timber harvest activities to a broader ecosystem approach to strengthen

wildlife and fisheries management, riparian protection, soil, and watershed management, community involvement, experimentation, education and partnerships, recreation management and tourism support, as well as to provide for greater protection of biological processes and functions in the forest ecosystem.

- **Watershed Based Planning and Management:** Shift away from an approach based on protecting areas inhabited by specific species or forest type, to a new focus for forest planning based on watersheds and "physiographic provinces" that bases management on the unique ecology of each region.
- **Adaptive Forestry:** Identification of Adaptive Management Areas (AMA) for ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future.
- **Sustained Yield Management:** Provide for a sustainable timber harvest annually on Northwest owl Forests.
- **Coordination and Information Sharing:** Establish a new inter-agency Geographic Information System data base designed to enable interagency coordination and landscape management by assuring compatibility of hardware and software to the maximum extent possible, and to developing common data standards.

The following subactivities are all program components of the ecosystem management approach:

Justification of Program and Performance

Activity: Western Oregon Resources Management Subactivity: Forest Management

Table IX Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	20,065	-195	+1,000	20,870	+805
FTE	560	0	-150	410	-150

❖Objectives❖

The BLM manages nearly 2.4 million acres of land in western Oregon that is scattered from the Columbia River to the Siskiyou Mountains near the California border, and from the Pacific coastal estuaries to the upper elevations of the Cascades to the east. The majority of this land is covered with coniferous forest. The land provides habitat for over 600 species of wildlife, including 216 species of birds, 88 species of mammals and 40 species of amphibians and reptiles, and 15 major plant communities. In addition, these acres include over 1,500 miles of some of the most productive anadromous fisheries streams in the west. The major objectives of the forest management program in western Oregon are to:

- ensure natural abundance and diversity of the forest ecosystems to assure sustainability of resource values as part of the multiple-use concept by restoring, maintaining, and enhancing ecosystem conditions;
- monitor ecological impacts and resource trends to determine effectiveness of management measures in protecting ecosystem function, form, and sustainability, and to ensure compliance with Federal and State laws and regulations including the State nonpoint source management plan;

- use the BLM planning system to make land use allocations, environmental assessments, and identify specific land management objectives and uses;

- support the protection and management of habitat for wildlife species, including threatened or endangered species, conduct and support research and studies to provide species protection, and help develop and implement recovery plans as appropriate;

- maintain sustainability of future forest resources and timber harvest levels by reforestation through site preparation, tree planting and plantation protection, and intensive practices such as stand density control and prescribed burning;

- receive fair market value for the sale or use of products, and prevent, investigate, and eliminate unauthorized use;

- implement best management practices on watersheds to minimize nonpoint source pollution from BLM lands; and

- assist in the improvement of anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future" and maintain or enhance the

fisheries potential of anadromous fish streams in Pacific Coast drainage.

◆1995 Program◆

The major work components of the forest management program are as follows:

President's Forest Plan for the Pacific Northwest

Adaptive Forestry: Identification of Adaptive Management Areas (AMA) for ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future. One of the overriding objectives of the Forest Plan is Sustained Yield Management: to provide for a sustainable timber harvest annually on Northwest owl Forests.

Resource Management Plans

Resource Management Plans for the 6 western Oregon BLM Districts provide specific guidance, and disclose proposed activities and associated environmental impacts. We anticipate that these plans will be completed in 1995 and updated to include the principles and guidelines of the President's Forest Plan. Implementation of the RMPs is expected to occur in late 1995.

Forest vegetation has a significant impact on many resources. The density and structure of forest cover influences land use by many forms of animal and plant life. Historically, natural events such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management practices, managers can closely replicate these natural events to accomplish planning objectives. Under the principles of multiple-use, sustained yield, and environmental sensitivity, forest management practices can emulate natural conditions within forest ecosystems and provide sustainable levels of commodities.

Resource Evaluation

The major evaluation processes included in forest management are:

- **Timber Sale Planning** includes collection of inventory data, identifies the need for physical and legal access; cadastral survey requirements; multiple use objectives, constraints, and planned mitigation; and completes the environmental analysis, and

- **Monitoring and Review** includes field review and data collection on completed sales and projects to insure compliance with plans and to identify follow up requirements.

The BLM has taken action to comply with the Endangered Species Act in western Oregon for all timber sales. On June 22, 1990, the FWS announced its decision to list the northern spotted owl as a threatened species throughout its range in Oregon, California, and Washington. This decision became effective on July 23, 1990. On May 6, 1991, the FWS listed the proposed critical habitat for the northern spotted owl and on January 15, 1992, the FWS published its final rule. On June 17, 1991, the FWS listed the proposed rule to determine if the marbled murrelet should be listed as a threatened species. On September 28, 1992, the Marbled murrelet was listed as a threatened species.

In order to meet the requirements of the ESA regarding these listings, all proposed timber sales (and in some instances sold sales) are analyzed by the BLM in order to determine if the sales "may affect" the species or its habitat. A biological assessment is prepared for each "may affect" sale and the sales are then submitted to FWS for formal consultation.

During 1993, the BLM worked with the FWS to finalize the biological opinions for 19 sales from 1990 sales and 28 1991 sales from which were "may affect" for the northern spotted owl, its critical habitat, and/or the marbled murrelet. The final biological opinions for the 1990 sales was

completed on September 3, 1993, and the final biological opinions for the 1991 sales was completed on September 22, 1993. The 1991 sales are currently enjoined and no action is being taken on them.

The 1990 sales are not enjoined and have gone through an aquatic screening process developed through the Interagency Implementation Team. The BLM is revising 9 of these sales so that they comply with the ESA and the requirements of the aquatic screens.

The decision regarding the award of the remainder of the 1990 sales has been deferred until after the Record of Decision on the President's Forest Plan is completed.

Resource Improvement and Maintenance

Historically, traditional forest development treatments have been directed at promoting maximizing conifer establishment and growth. Ecosystem management concepts today involve a redesign of these treatments and the development of new techniques in order to optimize multiple resource objectives. Activities include encouraging the development of multi-layered forest canopies, creating or improving specific wildlife/fisheries habitats, species diversity, and watershed conditions. Examples include reestablishing forests in riparian zones, promoting mixed conifer/hardwood stands, and in identifying and/or creating snags for cavity dwelling species.

Habitat Management

BLM lands provide habitat for elk, deer, black bear, and other game and non game species. Planned work efforts include habitat improvement projects such as planting desirable forage species into recently logged areas, implementing road closures in sensitive areas, and developing water structures.

The condition of forested watersheds are key to water quality and productive fish habitat. Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon.

Several species are being considered for listing as threatened or endangered by the national marine Fisheries Service. Forest management activities are coordinated to insure protection of riparian and fish habitat areas.

BLM forested lands support several hundred Special Status Species (Federally listed, proposed, candidates, and State listed or sensitive) plants and animals. Forested lands are critical for the survival of these species. Many species are isolated to small populations, or unique habitat types such as old growth forests, streams and springs, and wetlands, but several mammals and birds are wide-ranging over large forested areas of the Coast Range and Siskiyou Mountains for example. Forest management activities are designed to protect federal listed or proposed threatened and endangered species. Proposed timber sales that might affect such species are reviewed with the FWS through consultation under the Endangered Species Act.

Forest Products

The new BLM Resource Management Plans and Environmental Assessments (RMPs/EISs) are estimated for completion by September 1994. At this time it is estimated that there will be an average annual treatment of 6,100 acres by regeneration harvest and 6,200 acres by density management/commercial thinning. The probable sale quantity (PSQ formerly the Allowable Sale Quantity-ASQ) resulting from these treatments is estimated at 200-240 MMBF.

The harvest of forest products is increasingly being planned to enhance other resource uses. Major steps included in marketing timber include:

- *Sale Preparation* includes sale layout, access acquisition, road design, timber cruising and appraisal, economic assessment, contract preparation, and sale advertising.
- *Sale Administration* involves conducting the sales, awarding the contracts, and administering the contracts to ensure compliance with the terms of the timber sale contract.

Table X Estimated Volume Sold, Harvested, and Sale Price Values, Oregon, 1994-95.

FY	Total Volume Sold & Harvested		O&C Harvest Receipts		PD Harvest Receipts	
	MMBF Sold	MMBF Cut	MMBF	\$000's	MMBF	\$000's
1994	42	146	134	\$48,240	12	\$4,320
1995	254	178	164	\$98,400	14	\$8,400

• *Reforestation and Forest Development* identifies silvicultural practices needed to re-establish or maintain desired forest structure, diversity, and sustained future growth.

For 1995, BLM plans to offer 254 MMBF of timber for sale under the commercial sale program (about 240 MMBF from O&C land and 14 from Public Domain). It is estimated that 164 MMBF will be cut from O&C land and 14 MMBF from Public Domain (Table XI). Total receipts for 1995 from O&C land are estimated to be about \$98.4 million.

Forest resource management activities will be planned and carried out in an interdisciplinary manner helping to ensure the achievement of multiple objectives, and a sustainable environment.

Riparian-Wetland Areas

The forest ecosystem includes riparian zones along several hundred miles of BLM managed streams that flow through managed forest areas. Forest management activities are done in conjunction with riparian management to protect and enhance such areas. For example, research has now shown that large woody debris (logs, and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to instream habitat quality needed for trout and salmon, particularly juveniles. Concurrent to an active timber sale program, BLM conducts ongoing riparian restoration work to accelerate habitat restoration through activities such as leaving riparian buffers or through the

placement of woody debris.

Forest ecosystems also encompass numerous wetland habitats that support a wide diversity of plant and animal species unique to the region. Forest resource activities are coordinated to insure that wetland objectives are met.

The condition of forested watersheds is the key to water quality and productive fish habitat. Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon. Several species are being considered for listing as threatened or endangered by the National Marine Fisheries Service (NMFS). Forest management activities will include mitigation to protect watersheds and minimize soil erosion resulting from timber harvest activities.

Volunteers

The western Oregon forest resources program has a history of utilizing volunteers in the support of its program work. These volunteers assist the BLM in accomplishing reforestation, timber stand improvement, inventory, and survey work. For Oregon in forestry alone, in 1992, volunteers contributed over 1,810 work hours. Additional opportunities for increased use of volunteers will continue to be pursued in 1995.

◆1995 Program Increase◆

The 1995 Budget Request is \$20,870,000 and 410 FTE, a program increase of \$1,000,000. The entire increase is for implementation of the Presi-

◆1995 Program Increase◆

Table XI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	20,870	+1,000
FTE	410	-150

The 1995 Budget Request is \$20,870,000 and 410 FTE, a program increase of \$1,000,000. The entire increase is for implementation of the President's Forest Plan. The increase provides \$500,000 for management of Adaptive Management Areas. A key element of the President's plan is the identification of ten Adaptive Management Areas (AMA). Three of the planned Adaptive Management Areas are on BLM lands. These are identified for intensive ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future. Meetings will be held to enable maximum public participation.

BLM will encourage, seek to establish, and participate in localized partnerships, as in the case for the Applegate AMA highlighted by the President. These partnerships will be with state and local officials, industry, community, and environmental organizations, tribes, and others, to develop innovative management approaches in meeting socio-economic needs and forest protection objectives within the AMAs. These planned activities will promote forest health, increase biodiversity, and enhance wildlife habitat and watershed conditions. All of this work will be consistent with the Endangered Species Act, T&E Species Recovery Plans, and new Resource Management Plans, and require increased efforts in project planning & administration, research, and monitoring.

The increase provides \$500,000 for costs associated with workforce transition and

reconfiguration enabling effective implementation of the President's Forest Plan. In the past, BLM management in the Pacific Northwest forest region was narrow and focused primarily on timber harvest activities. In line with the President's plan to do ecosystem protection and restoration, make economic adjustments, and encourage long-term economic development and diversification in the region, a more balanced approach is needed with significant shifts in program emphasis. Increased emphasis is planned on an ecosystem approach to wildlife and fisheries management, riparian protection, soil, and watershed management, community involvement, experimentation, education and partnerships, recreation management and tourism support, as well as to provide for greater protection of biological processes and functions in the forest ecosystem. These shifts in management require retraining and retooling of the work force to meet the demands of new emphasis areas.

The reduction in FTE is associated with reduced levels of timber harvest from historical levels and with shifts in management emphasizing such programs as recreation, wildlife, and soil, water, and air programs.

Table XII Western Oregon Forest Ecosystem Management Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Inventory (000's)	30	30	30 ¹	0
Forest Mgmt Plans (#) ²	18	18	18	0
Sales Prepared (#)	110	130	120	-10
Sale Volume Prepared (MMBF)	250 ³	0	240	+240
Volume Offered/Sold (MMBF)	49 ⁴	42	254	212
Volume Harvested (MMBF)	475	134	164	+30
Total Volume Sold but Unharvested End-of-year (MMBF)	249	30	90	+60
Special Forest Products	7,300	7,000	7,000	0

¹ Acres represent Operations Inventory/Timber Production Capability Classification records maintenance.

² Annual and 5 year sale plans.

³ Partially reworked volume modified to comply with DRAFT RMPs.

⁴ Due to court injunctions this was all the timber that was sold.

Justification of Program and Performance

Activity: Western Oregon Resources Management Subactivity: Reforestation and Forest Development

Table XIII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	22,939	+97	0	23,036	+97
FTE	353	0	0	353	0

❖Objectives❖

The major objectives of this program are to:

- provide for the continued health, productivity and integrity of natural systems through the implementation of forest ecosystem management;
- develop site specific and landscape level prescriptions utilizing silvicultural techniques which emphasize forest ecosystem diversity and sustainability;
- maintain up-to-date inventories of sites available for reforestation and forest development;
- prioritized sites for treatment based upon potential for success and return for investment;
- successfully reforest all harvested, burned or otherwise denuded forest land utilizing site preparation; tree planting, including genetic tree improvement; and plantation protection and maintenance; and
- implement intensive management practices including precommercial thinning and fertilization that supports ecosystem diversity and sustainability in compliance with approved plans.

❖1995 Program❖

New Concepts in Forest Development

With the proposed implementation of the new RMPs in 1994, a new era in forest management has begun for BLM in western Oregon. The new RMPs focus on ecosystem management which emphasizes managing forests to protect and enhance ecosystem functioning and ecosystem diversity. Wildlife; soil, water and air; recreation and scenic management objectives have become a integral part of the development of silvicultural prescriptions.

Reforestation and forest development activities will take place on a broad range of land use classifications. Land classifications under the proposed RMPs are divided into two broad categories. These are: Designated Areas (Late-Successional Reserves, Riparian Areas, Adaptive Management Areas, Managed Late Successional Areas, Congressional Reserved, and Administratively Withdrawn Areas), and Matrix lands (Connectivity and General Forest Management Areas). Generally, traditional workloads and funding will occur in the Matrix land category. However, experimental forest management will occur in the Adaptive Management Areas. Management of late successional or Old Growth Emphasis Areas focus on maintaining old growth characteristics

where they exist and accelerating old growth characteristic development in younger forests. Some forests products could result from efforts to enhance or restore special values to these areas; however, such volume would be incidental to other objectives. Connectivity Areas link OGEAs and adjacent lands including Forest Service old growth areas. These areas will provide some old growth habitat so animals requiring old growth can move across the landscape. General Forest Management Areas would be managed for emphasis on timber production. All harvest activity is planned as a complimentary activity that will provide ecosystem diversity and sustainability. Special Management Areas include riparian areas, Research Natural Areas, Recreation sites etc. Commercial timber harvest is not planned in these areas.

Each component requires a different silvicultural treatment in order to reach management objectives. In the managed areas there is a requirement to leave green trees and snags standing for wildlife purposes after harvest and to provide for down woody material on the forest floor. This number of leave trees and down woody material varies by component. Young stands of trees that are less than harvest size and new plantations also require treatments to enhance both timber production and wildlife objectives. These requirements will increase the costs of managing the forest ecosystem. The end result of these investments will be improved wildlife habitat and riparian condition, and improved water and air quality, as well as an investment in future timber supply.

This program provides a critical link in the implementation of the President's Forest Plan and the requirements of the new RMPs. This program provides for reforestation and other forest development practices that guide the development of timber sale plans, reforestation and stand management practices required to utilize the full productive potential of the forest lands in western Oregon. This productive potential is not just timber volume produced but wildlife, water quality, and recreational opportunities, etc.

Reforestation and intensive management are necessary to ensure prompt forest regeneration, to mitigate impacts on other resources, and to ensure that the new forest will grow at rates projected in approved management plans. The relative degree of success of the applied practices and the resultant rate of growth are an integral part of the calculations of the Allowable Sale Quantity (ASQ). The success or failure of reforestation and intensive management practices have a direct correlation not only to the goals of good forest management and the principles of forest ecology, but also to receipt collections in the outyears because of the "investment nature" of the program.

Where timber harvest occurs, or has occurred, the BLM will continue to adequately reforest such land. Reforestation includes more than just tree planting, it includes growing seedlings, site preparation, planting and the maintenance for survival of the desired vegetation or crop trees. The planting alone also may not achieve the desired resource management results. Maintenance of young stands is often essential for the survival of seedlings and to provide the required habitat conditions. Timing of these maintenance practices is often critical. Delays or no protection may result in loss of previous investments and repeated site preparation, additional seedlings and planting. Growth losses are often cumulative and foregone.

Growth enhancement practices provide desired structure and conditions for timber production, habitat or other vegetative product or condition; such practices include precommercial thinning, fertilization, release and pruning. These practices at a planned level support the predicted sustained yield harvest levels, and at full availability levels provide employment, favorable benefit-cost ratios and sustainable production into the future.

Matrix lands have expected and planned annual levels of workloads. These workloads are portrayed on the following table.

Table XIV Matrix treatments

Projected Silvicultural Treatments (acres)	
Site Preparation	4,200
Stand Maintenance	15,130
Planting	6,210
Conversion	680
Release/PCT	13,170
Fertilization	18,700
Pruning	3,300

Resource Management Plan Implementation

In 1994 BLM in western Oregon expects to begin to implement their new RMPs. This will require significant shifts in program emphasis and possibly increased costs for developing and applying new procedures. The new plans also require significant increase in research and monitoring. The reforestation and forest development program will provide much of the technical expertise for the prescriptions that will create the desired stand structure and ecosystem characteristics. This will require development of prescriptions on land that is not part of the commercial forest base or have only limited timber harvest. These areas will be managed for wildlife or other resource values, but will require density management to accelerate the development of old growth characteristics or other objectives.

Sustained Yield Requirements

In 1995 BLM in western Oregon will be operating under new and markedly different RMPs. They are the result of 5 years of analyzing some of the major forest management issues in western Oregon such as the spotted owl, old growth and ecosystems, and of modifications brought by the President's Forest Plan. The allowable Sale Quantity ASQ has not been determined yet but may be between 200 and 240 MMBF per year. This level of harvest is considered sustainable only if the investments identified in the RMPs are made.

The activities required to support the decisions from the RMPs include:

- site surveys (inventories) to determine need for treatment and treatment effectiveness;
- preparing sites for planting;
- planting high quality, genetically superior seedlings, and planting back to a mix of species that reflects the natural level of diversity on the site;
- maintaining plantation survival and growth by protecting seedlings from damage by animals, drought, and heat, and by releasing seedlings from competing vegetation;
- improving the genetic quality of planting stock through seed orchard activities;
- precommercial thinning to improve plantation growth and promote a diversity of tree species and structure for wildlife goals;
- fertilization to improve tree growth rates;
- pruning to improve wood quality and increase value at the time of harvest;
- conversion of conifer sites from brush fields/hardwoods back to conifer production; and
- research support to evaluate the effectiveness of treatments in meeting ecosystem management objectives.

Requirements for effective reforestation vary according to individual harvest units. Actual needs start with inventory and usually require expenditures for site preparation. Site preparation techniques, including prescribed burning, are frequently required prior to the actual reforestation. The workload shown for site preparation includes output resulting from funding both from this subactivity and from timber contract expenses in the "Service Charges, Deposits, and Forfeitures" appropriation.

Investments in plantation maintenance or protection of newly planted seedlings include paper mulching around tree seedlings, protection from animal damage with vexar tubing or chemical repellents, and the removal of vegetation competing with tree seedlings either through the use of manual or mechanical means or herbicides.

Tree planting alone will not achieve the desired resource management results. Plantation maintenance is essential to the survival of seedlings and wildlife habitat improvement. In many cases, tree seedlings will not survive without added maintenance investments. Lack of maintenance can result in a loss of the previous investment in funds and efforts, as well as additional expenditures because site preparation and reforestation efforts may have to be repeated. Growth losses will also occur, resulting in reduced volume availability in future decadal ASQ calculations.

Land treatments, such as vegetation control of competing species, are sometimes necessary for planted seedlings to achieve desired growth. These treatments result in a greater quantity and quality of merchantable timber. In addition, the BLM, through its tree improvement program, seeks to retain and maintain desired traits and improve the genetic traits of the trees in order to provide for faster growing, higher quality trees and disease resistant tree populations.

In August 1992 BLM and the Department of Interior signed a "Record of Decision" related to the Environmental Impact Statement (EIS) for vegetation management in western Oregon. The decision allows limited use of herbicides as part of an integrated program for controlling vegetation. The BLM has been under a court injunction that has prevented the use of herbicides since 1984. A Federal Court will review the EIS and determine if BLM has adequately addressed the issues that precipitated the injunction. Alternatives to herbicides are an integral part of the management approach in the new RMPs.

Reforestation and forest development practices are required in order to meet the objectives of

the proposed RMPs which include protection of the spotted owl, marbled murrelet, endangered fish runs and other ecosystem components as well as providing a sustained yield of timber. The annual mix of practices will vary due to the necessity to capitalize on "biological windows" (i.e. the biologically best time to thin or fertilize). Significant growth loss could occur if the treatments are delayed as well as a loss of the initial investment. The proposed RMPs assume timely and effective treatments in order to produce the outputs identified.

Reforestation and Forest Development Program Components

The reforestation and forest development workload is accomplished principally through contracting specified treatment projects (i.e., slash burning, tree planting, and thinning) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. These contracts provide jobs and contracts in the local communities. The remaining 5 percent are done with BLM personnel, usually temporary employees. Types of work which involve permanent BLM personnel primarily include monitoring and research facilitation, environmental assessment, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

- *Inventory, Project Planning, Layout and Contract Preparation.* Includes all work involved in conducting pre- and post-treatment surveys to identify needs and evaluate treatments, and the preparation of land treatment contracts for advertisement and award.
- *Environmental Assessment.* Includes all work involved in preparing and reviewing environmental assessments relating to activities impacting the forest resource.
- *Contract Administration.* Includes all work associated with the administration and monitoring of land treatment, research and other support contracts such as genetic improvement.

● *Seed Orchard Operation.* Includes all work associated with the development, maintenance and operation of the Walter Horning, Charles Sprague, Provolt, and Tyrrell seed orchards, greenhouses and the progeny test plantations where genetically superior trees are grown for the purpose of determining which superior trees will be used for seed production.

● *Monitoring and Research Facilitation.* Includes all work associated with field studies and research facilitation to identify development needs and to monitor results of past actions.

● *Other Resource Support.* Includes all the work associated with providing support for projects related to enhancement of wildlife habitat, rare plant habitat, watershed improvement, riparian improvement etc.

Relationship of Timber Harvest Level to Reforestation Needs

The lag between timber harvesting and reforestation exists because of the need to produce the proper seedlings and to perform site preparation prior to actual planting of seedlings.

The table XVI illustrates the variable relationship of timber harvest levels to reforestation:

Reassessment of Reforestation and Forest Development Needs

With the expected implementation of the proposed RMPs in 1994, the backlog associated with

the decadal plans for the 1980's is effectively eliminated. The new RMPs start with a new base level of treatments that are necessary to support the assumptions in the plan. BLM is assuming that a balance between timber harvest and reforestation and forest development work will be maintained under the new plans. If the balance is not maintained due to funding shortfalls or other factors, then a new backlog of treatments will begin to build.

Table XV Timber Harvest, 1977-1995.

Year	Harvest (MMBF)	Final Harvest Acres ¹	Reforestation (Acres)
1977	1,032	---	26,333
1978	1,061	---	32,890
1979	1,040	---	31,016
1980	929	---	26,917
1981	857	---	28,198
1982	320	---	20,192
1983	812	---	17,149
1984	1,039	21,075	17,463
1985	1,008	24,333	17,642
1986	1,204	27,630	23,587
1987	1,300	30,704	27,901
1988	1,642	38,284	24,584
1989	1,348	30,118	34,749
1990	944	20,429	38,905
1991	544	11,900	37,700
1992	599	49,975	26,000
1993	475	13,861	18,000
1994 ²	134	10,000	18,400
1995	164	6,000	11,600

¹ data for 1977-1983 not available
² data for 1994-1995 estimated

Biological Diversity/Ecosystem Management

New skills such as forest ecologists are needed as well as new techniques for inventories and analysis at various scales such as bio-region and ecotype. The forest ecosystem habitat types need to be classified on BLM lands in western Oregon. This includes classification at the landscape level, watershed level, and stand level.

Managing for biodiversity and newly recognized product demands place new and increased demands on the BLM's reforestation and forest development program. Implementation of biodiversity concepts requires redesign of surveys, increased inventory, additional expertise, more complex and time consuming prescriptions, and increased interdisciplinary coordination.

These greater demands will result in increased costs and decreased base level capability for unit accomplishments.

Traditional forest development treatments have been directed at promoting conifer establishment and growth. Ecosystem management concepts involve a redesign of these treatments and the development of new techniques in order to meet the objectives of the new plans. Objectives in the new plans include encouraging the development of multi-layered forest canopies, creating or improving specific wildlife/fisheries habitats and watershed conditions. Examples include reestablishing conifers in riparian zones, promoting mixed conifer/hardwood stands, and creating snags for cavity dwelling species.

Justification of Program and Performance

Activity: Western Oregon Resources Management **Subactivity: Other Forest Resources Management**

Table XVI Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	29,331	+161	+9,160	38,652	+9,321
FTE	152	0	+212	364	+212

This subactivity includes the program areas of rangeland management; recreation management; soil, water and air management; and wildlife habitat and fisheries management as conducted on BLM administered lands in western Oregon.

These programs are major components of the BLM's multiple-use approach to natural resource management and stewardship in western Oregon.

Range Management

◆Objectives◆

The major objectives of the western Oregon rangeland management program are to:

- provide for the continued health, productivity and integrity of natural systems through the implementation of ecosystem management concepts;
- maintain and improve vegetative conditions on grazed forest lands consistent with the maintenance of ecosystem diversity and sustainability;
- utilize available forage for livestock production; and
- to improve riparian conditions by 1997, and to implement Rangeland Reform initiatives for these areas.

◆1995 Program◆

This program provides for grazing administration and rangeland management on Public Land in western Oregon. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage.

The 1995 core rangeland management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In five areas where there are large and well blocked lands, coordinated resource management plans (CRMPs) have been developed and needed management improvement projects constructed.

Monitoring will continue to be a priority in 1995, but increased emphasis will be placed on developing CRMPs emphasizing ecosystem diversity and sustainability. An additional 24 high priority areas are scheduled for CRMP development in the future. In the 1995 program, 2 new CRMPs are planned to be accomplished.

Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation

efforts. Livestock management projects also help to accomplish other related resource management objectives such as the protection and improvement of important wildlife habitat, maintenance and improvement of water quality, and the protection of threatened and endangered plants and animals. Various projects on O&C lands, such

as fences and water developments, are planned to control the timing and degree of livestock grazing use, and to speed ecosystem restoration.

The 1995 funding level for the range portion of the western Oregon Other Resources Management subactivity is \$544,000 and 6 FTE.

Table XVII Workload Accomplishments, Range Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Coordinated Resource Management Plans (#)	0	0	2	+2
Allotments monitored (#)	13	18	18	0
Leases Administered (#)	126	126	126	0
Projects Developed (#)	2	2	2	0

Recreation Management

◆Objectives◆

The major objectives of the western Oregon recreation management program are to:

- implement BLM's *Recreation 2000*, A Strategic Plan and *Adventures in the Past*;
- ensure the continued availability of Public Land for a diversity of resources-dependent outdoor recreation and cultural opportunities while maintaining the commitment to managing the Public Land consistent with the O&C Act, FLPMA and the principles of ecosystem management;
- manage and monitor the basic natural, cultural and scenic resources found on the Public Land in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation and cultural opportunities and experiences;
- implement cultural resource site protection/stabilization measures to ensure preservation and management of archaeological and historical resources, such that they will continue to be available for recreational, cultural and scientific use as appropriate.
- protect and enhance Congressionally designated areas such as Wild and Scenic Rivers, Wilderness areas, trails etc;
- place a priority on providing a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis on—the ground presence;
- expand and strengthen cooperative partnerships with Federal, State and local agencies and the private sector to enhance the outdoor recreation and cultural opportunities offered on and adjacent to the Public Land;

- ensure that recreation and cultural resource planning efforts will foster public awareness and encourage public participation. The BLM will cooperate in other Federal, State and local recreation and cultural planning efforts;

- determine and allocate recreation or cultural use as necessary through the use of the BLM planning system;

- issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;

- assure that recreational users assume their share of the cost of maintaining recreation facilities and protecting resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the Public Land;

- develop and maintain cooperative relationships with national, State and local tourism entities and assist them in promoting local tourism;

- utilize the *Back Country Byways* program to enhance opportunities for pleasure driving associated with the scenic, cultural and natural resources of western Oregon lands; and

- coordinate proposed activities on the Public Land with appropriate American Indian tribes to provide for protection of resources important to their cultural heritage.

❖1995 Program❖

The western Oregon lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity and quality. The program encompasses activities associated with 63 miles of rivers in the National Wild and Scenic River system; 65 miles of National Recreation, Scenic and Historic Trails; 83 developed recreation sites and 390 undeveloped sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring,

hunting and fishing; 26 boat access sites; 180 miles of floatable rivers, 2,125 miles of fishing streams; and 16 special and 19 extensive recreation management areas; 5 cultural resource sites listed on the National Register of Historic Places; and 131 miles of designated *Back Country Byways*.

BLM has completed *Recreation 2000*, A Strategic Plan to guide its recreation program into the year 2000. This plan highlights where BLM intends to concentrate its efforts in programs related to recreation. The primary purpose of the plan is to provide a clear statement of BLM recreation management policies and goals. The BLM Oregon State Office has prepared an Oregon *Recreation 2000* strategic plan to guide the implementation of the recreation management goals and policies within the State.

Back Country Byways is a program initiative under *Recreation 2000*. Designated *Back Country Byways* provide opportunities to enhance tourism, stimulate local economics and interpret forest management programs for visitors who are driving for pleasure on western Oregon lands. As part of BLM's *Recreation 2000*, the *Adventures in the Past* initiative promotes public visitation to interpreted cultural resources sites and provides opportunities for public participation in various facets of the cultural resources program (guided tours, assisting in field work, cataloguing artifacts, and monitoring sites).

As a result of their proximity to Oregon's Willamette Valley and coastal population centers, and to major interstate transportation corridors, BLM's western Oregon lands provide a unique diversity of recreation opportunities to a large number of visitors, and introduce unique pressures on the preservation of cultural and other natural values.

In response to increased recreational demand, shifting public values, and declining economies associated with timber supply, increased attention and investments are being made in the region by Federal, State, and Local governments. These investments are an attempt to translate the

recreational values into employment opportunities and a more diverse and stable economy.

Within the ongoing program, BLM provides a wide range of recreation opportunities consistent with intensive forest management objectives including the management of Congressionally-designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon lands gives a basis to provide greater understanding and acceptance of intensive forest management programs. The focus is on providing recreation opportunities, visitor services/information and protection of high priority special recreation management areas such as designated Wild and Scenic Rivers, the Coos Bay Shorelands, New River, unique cultural sites, and major recreation sites such as Loon Lake, Hyatt Lake, Fisherman's Bend, Shotgun Creek, and Wildwood among others.

A major program shift from river planning to river plan implementation occurred in 1993 when all Omnibus Oregon Wild and Scenic Rivers Act management plans were completed. The implementation of the four Omnibus Wild and Scenic Rivers Act management plans involve a wide range of activities, including water quality/quantity monitoring, resource protection, permit administration and the provision of increased visitor services.

An important component of the program involves providing visitor management services, including on-the ground management presence. The base program also assists in funding BLM Rangers for western Oregon districts. These rangers add visibility for the BLM, as well as augment local law enforcement authorities who cannot provide a full time law enforcement presence or resource trained personnel. The presence of BLM Rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to help assure visitor safety.

Many recreation opportunities are made available to the public through the issuance of special recreation permits. This is an essential function because of the accompanying monitoring and compliance activities which provide the BLM with the capability to control use and aid in the protection of resources. The public is also well served through the permitting of commercial operators because many people lack the proper equipment and/or "knowledge" to utilize the available recreation opportunities and would not have the opportunity to experience them. Commercial recreation use and competitive events have an important economic implication to the local communities as they generate economic returns in proximity to the activities. This is particularly true with whitewater boating on the Rogue, Klamath, and North Umpqua rivers.

Issuance of permits also provides a direct monetary return to the Federal government. In the last three years collections from an average of about 170 commercial permits in western Oregon averaged over \$125,000. In addition to the commercial permits, an average of about \$157,000 has been collected in recreation site fees during the same period.

Resource protection is also an important component of the program. This portion of the program is directed toward preventing degradation or damage to recreational and cultural resources from recreation oriented activities and natural erosion. This component includes project work needed to reduce erosion by directing use away from fragile soils, protecting/and stabilizing cultural sites, installing devices to prevent over-use of sensitive vegetative or wildlife areas, and landscape treatments. In addition, resource protection includes mitigation of adverse impacts to recreation and cultural resources from other land use activities by adding stipulations to leases and permits.

This program also includes preservation and management of archeological and historical resources. It provides appropriate sites for natural history research, which provide data that aids

in resource program planning, including forest management.

Coordination with Native American tribal organizations is another important part of the cultural resource management program. Several of the western Oregon tribal organizations have recently regained formal recognized status and are in the process of acquiring a land base, which may include some Public Lands. This tribal resurgence includes interest in natural resources relevant to cultural heritage concerns for both preservation and interpretation purposes. This cultural use of resources is a growing component of the program and is increasing the need for cooperation in the development and management of the Public Land in western Oregon.

recreation projects that will help diversify local economic opportunities.

The program increase is associated with meeting the increased public demand for recreational opportunities, and for providing a higher level of management. The increase will be used for the development of 5 Back County Byway interpretive projects (see Table VI "Jobs in the Woods"). Work described will enhance recreational opportunities in western Oregon, thereby enhancing and diversifying local economic opportunities.

♦1995 Program Increase♦

Table XVIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	4,308	+500
FTE	41	+21

The Forest Plan announced by the President offers a new perspective and direction for the management of Public Lands in the Pacific Northwest, and offers hope for diversifying local economies. Towards this end, the BLM has identified

Table XIX Workload Accomplishments, O&C Recreation 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource Evaluation and Compliance	18	37	37	0
Partnerships/cooperative mgt	39	31	31	0
Recreation Site Management	95	108	108	0
Resource Protection	72	66	66	0

Soil, Water and Air Management

❖Objectives❖

The objectives of the western Oregon soil, water and air management program are to:

- implement ecosystem management practices;
- implement the Oregon/Washington Riparian-Wetland Enhancement plan;
- support protection and rehabilitation of wetlands and riparian areas;
- provide land managers with baseline data on soils, including information on soil capabilities, suitabilities, behavior and use limitations;
- provide land managers with baseline data on water resources, including information on water quality, use and availability. Provide inventories, assessments and quantification of water sources for water rights filings to support the forest management and development, biodiversity, riparian/wetlands, fish and wildlife, and recreation programs. Comply with requirements imposed by State laws relative to water rights;
- provide land managers with information on air quality (smoke impacts, acid rain, visibility), climatology and meteorology;
- develop criteria and guidance to mitigate potential detrimental effects of forest management and development activities on soil productivity, water quality and quantity, and air quality;
- implement best management practices and watershed improvement projects to minimize nonpoint source pollution from BLM lands in western Oregon; and
- monitor water and air quality to determine effectiveness of mitigation measures in protecting water and air quality, and to ensure compliance with Federal and State laws and regulations and the State nonpoint source management plan.

❖1995 Program❖

The goals of this program are to fulfill provisions of the O&C Act which require management of O&C lands for permanent forest production, including protection of watersheds and regulation of stream flow. The program is also guided by E.O. 12088 which requires Federal compliance with Pollution Control Standards. The BLM is actively involved in Federal and State programs for smoke management, acid rain monitoring, and nonpoint source water quality problem identification and monitoring.

Benefits of the program accrue mainly to the resources and include:

- providing technical expertise, support and direction for accomplishment of the goals identified in the Oregon/Washington Riparian-Wetland Enhancement plan;
- maintaining long-term soil productivity to provide sustainability of ecosystems;
- providing essential information and technical expertise on soil/plant communities and hydrologic data for biodiversity;
- providing technical hydrologic expertise to support the Wilderness program and the Omnibus Wild and Scenic Rivers Act;
- ensuring future water supplies for resource management programs;
- ensuring that management activities are in compliance with relevant laws, regulations and approved management plans; and
- Maintaining site productivity through on-site water management and design of water control facilities such as adequate installation of bridges and culverts in order to protect the road system while minimizing the impacts to the fisheries resources.

Watershed Planning

The water transport system, from the mountains to the ocean, flows through or from forested areas and provides critical living corridors for fish and wildlife species. Watershed planning, development, and maintenance provide for stabilizing soils, improving watershed conditions, and overall insuring the sustainability of riparian and aquatic resources. Under the President's Forest Plan, all interdisciplinary activities center around the completion of a watershed assessment, which will help delineate riparian reserves and become the basis for management decisions, monitoring, and restoration programs. Upon completion of the pilot watershed/landscape analysis in FY 1994, and the completion of additional guidance, BLM will accelerate efforts towards completion of the analysis in FY 1995.

The forest ecosystem includes riparian zones along several hundred miles of BLM managed streams that flow through managed forest areas. Goals and objectives of BLM's *Riparian-Wetland Initiative* for the 90's have been incorporated in Oregon's riparian-wetland management plan which has been revised to include western Oregon. The soil, water and air program will play a major role in supporting, coordinating and directing the riparian-wetland effort in western Oregon.

Another area of emphasis in 1995 will be on watershed monitoring to comply with Oregon's nonpoint source management plan. Monitoring is expected to increase as a result of completion of the decadal planning effort and the start of implementation of the watershed recommendations. Monitoring will be focused on implementation and effectiveness of best management practices approved in the resource management plans. Monitoring support will be required to implement completed Omnibus Oregon Wild and Scenic Rivers Act management plans. Watershed improvement projects will be directed at reducing levels of nonpoint source pollution from past management activities.

Efforts will continue to acquire State water rights which are critical for the forest prescribed burning and road construction programs.

◆1995 Program Increase◆

Table XX 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	12,955	+2,430
FTE	120	+65

The entire increase is for implementation of the President's Forest Plan. Traditionally, forest management has been driven by an approach based on protecting areas inhabited by specific species or a specific forest type. The President's Plan has created a new focus for forest planning based on watersheds and "physiographic provinces" that bases management on the unique ecology of each region. This involves identifying the current status and desired future resource condition of entire watersheds on a cooperative basis across land ownerships, and with community involvement. Completion of this planning and analysis is an essential prerequisite to doing project work on a full scale as is getting acceptance of the environmental basis to conduct on the ground actions, such as timber sales and forest restoration efforts in the area, including the lifting of the current court injunctions which prohibit such actions.

This new approach will include a high level of BLM participation in provincial-level teams responsible for the identification and analysis of proposed physiographic provinces and particular watersheds. BLM will aggregate about 50 larger hydrologic units or physiographic regions (identified west of the Cascades) into larger, logical building blocks. The end product will be a report that describes the distribution patterns, the type, and the relative importance of resource values, impacts, and important mechanisms. It will describe what issues will need to be consid-

ered during project planning in different parts of the watershed. The report will describe specific considerations for the design of Riparian Reserves, road systems, restoration projects, cumulative effects analysis, monitoring programs, and general planning.

BLM will seek to coordinate the establishment of a new inter-agency Geographic Information System data base proposed by the President. This group will develop technical solutions to the needs identified by the President (such as assuring compatibility of hardware and software to the maximum extent possible, and to developing data standards, convert existing data to the standards, and acquiring new data to match the standards). This initiative will enable land management and resource agencies to coordinate their efforts in data collection and use.

BLM will also support the proposed state wide team to coordinate the Northwest Economic Adjustment Initiative. Contract and procurement will be coordinated and distributed throughout the region as much as possible. BLM will work with local governments and committees to assist them in identifying economic development possibilities and options as related to Public Land resources and project priorities. These efforts, while requiring more upfront investment, will save significant funds in the long run through avoiding costly litigation.

Wildlife Habitat and Fisheries Management

◆Objectives◆

The objectives of the western Oregon wildlife habitat and fisheries management program are to:

- implement ecosystem management practices;
- improve anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future";
- comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered plant and animal (T/E) species, consult with the FWS when there is an initial determination that an action may affect any T/E species and to aid in the recovery of T/E species;
- increase populations of threatened and endangered (T/E) plants, fish and wildlife on western Oregon Lands, and restore species and populations to historic ranges, consistent with BLM land use plans, in cooperation with Federal and State wildlife agencies;
- manage the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as threatened or endan-

Table XXI Workload Accomplishments O&C Soil, Water and Air Management, 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource Evaluation (000's acres)	498	1,139	1,200	+61
Resource Protection (000's acres)	4	2	2	0
Water rights documentation (#)	25	6	8	+2
Project Maintenance (#)	9	41	43	+2

gered by either State or Federal Governments; and

- enhance conservation programs and habitat management for special status fish species.
- implement Oregon's *Fish and Wildlife 2000* plan and the Oregon/Washington Riparian Wetland Enhancement plan.

◆1995 Program◆

The benefits that are derived from the wildlife habitat and fisheries management program include providing habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the forest management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, and T/E species into various condition classes and needs.

Aquatic resources

The BLM management program maintains and improves wetland, riparian, and aquatic, habitats for plant, fish, and wildlife species and communities including T/E plant and animal species occurring on the Public Lands in western Oregon.

Close coordination between wildlife, fisheries, range, and forestry professionals is planned to conduct joint inventories to identify and quantify the habitat of terrestrial, aquatic, and T/E species into various condition classes and needs.

During 1995, BLM will continue to implement its 5-year plan (A Five-year Comprehensive Anadromous Fish Habitat Enhancement Plan for Oregon Coastal Rivers). The plan is focused to enhance anadromous fisheries in Oregon coastal streams and includes over 350 miles of stream targeted for habitat improvement projects. The

plan identified the need to install over 10,000 new instream structures, construct 41 fish passages, place nearly 5,000 boulders to improve pool quality and quantity, and complete inventory on over 700 miles, monitoring, and management plan development. Work since 1986 has included construction of nearly 2,301 instream structures, 193 rearing pools for juvenile fish, and 18 fish barrier modifications, and 42 off channel resting areas which has opened up an additional 100 miles of stream habitat to spawning fish.

Riparian Management

Riparian zones along several hundred miles of BLM managed streams in western Oregon are in need of improvement. Researchers now know that large woody debris (logs, and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to in-stream habitat quality needed for trout and salmon, particularly juveniles. Riparian project work is planned to accelerate habitat restoration through planting of conifer species along riparian zones that are currently dominated by hardwoods such as alder (See Table "Jobs in the Woods" Table (VI)). Since most of this work is focused on improving anadromous fisheries for sensitive, threatened or endangered species, it is addressed in the funds for the Threatened and Endangered Species (O&C) subactivity.

Anadromous Fish Habitat

Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon. Coho salmon in lower Columbia River tributaries are being considered for listing as threatened or endangered by the national marine Fisheries Service. In addition, a 1991 report by the American Fisheries Society identified the following anadromous fish stocks that occur on BLM O&C lands as "at high risk of extinction": Coquille River spring chinook, South Umpqua River spring chinook, Rogue River fall chinook, Rogue River coho salmon, and Umpqua River chum salmon. This has resulted in a shortened fishing season, adverse economic effect on com-

mercial fisheries and coastal communities, and loss of sport fishing opportunities.

In 1988, strategies were developed for achieving the anadromous fish goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluating 3,480 miles of streams; improving 464 stream miles through various land management practices in order to increase production of salmon and steelhead by 172,000 fish annually; preparing 15 cooperative habitat management plans, and monitoring of high priority habitats.

Beginning in 1992, BLM received additional funds for anadromous fish habitat work on Public Land in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. Project work improving anadromous fish habitat work will continue in 1995, and units of accomplishment have been included in the workload accomplishment tables VII and XV.

Big Game

BLM lands provide habitat for Roosevelt Elk, Black-tailed Deer and the Black bear. Planned work efforts include habitat improvement projects such as planting desirable forage species into recently logged areas, implementing road closures in areas with agreements with the Oregon Department of Fish and Wildlife and Private landowners, and restoring abandoned roads by planting with desirable forage and cover species.

Nongame Migratory Birds

In 1992 the BLM, along with several other Federal and state agencies, and private conservation interests joined forces to begin implementation of *Partners In Flight*, a cooperative effort to improve and restore habitats for neotropical migratory bird species that breed in North America and migrate to Mexico and Central America to winter. The principle objective of the initiative is to ensure optimum populations and natural abun-

dance and diversity of neotropical migratory birds on BLM administered lands in western Oregon.

Special Status Species Habitat

BLM lands in western Oregon support 539 Special Status Species (Federally listed, proposed, candidates, and State listed or sensitive) plants and animals. The O&C lands are critical for the survival of 264 of these species. The majority of the species are plants (75 percent), followed by birds (9 percent), invertebrates (9 percent), mammals (4 percent), and fish (3 percent). Many species are isolated to small populations, or unique habitat types such as old growth forests, streams and springs, and wetlands, but several mammals and birds are wide-ranging over large areas of Coast Range, Siskiyou Mountains, western Cascades and portions of the interior valley. The majority of species are currently listed as Federal candidates species, which means the potential exists for many to be listed by FWS as they process the huge backlog of species in this category.

In addition, the State of Oregon has its own Endangered Species Act which requires similar protection and management for state-listed species. Anticipated population growth and urban expansion in western Oregon, which is double the national average, and a growing tourism industry will undoubtedly compound the potential threats to species already on the verge of going extinct. In order to develop sound land-use plans and site-specific management plans, sound inventories are required. Without the capability to conduct baseline inventories, develop adequate management plans, and monitor impacts of both authorized and unauthorized uses for the majority of Special Status Species that occur on BLM lands in western Oregon it is likely that additional species will be listed in the future.

Emphasis on management of Special Status Species in western Oregon has focused almost exclusively on the Northern Spotted Owl. In addition to inventory and monitoring associated with consultation and maintenance of the 122

spotted owl management areas, BLM has also been actively involved in intensive monitoring on selected study areas and conducting research on habitat use, movements, and population analysis. In 1992 for example, BLM biologists sampled over 4,000 monitoring sites where over 1,300 owls were observed and approximately 400 were banded. In 1990, BLM established the Pacific Forest and Basin Rangeland Systems Cooperative Research and Technology Unit located at Oregon State University. The unit serves as the focal point for carrying out existing research on owls as well as initiating new studies on applied forest and rangeland ecosystem management.

Recovery Plans

The draft Recovery Plan for the Northern Spotted Owl was released during May of 1992. Recommendations were presented to the former Secretary of the Interior in December of 1992. The approval for the plan was deferred because of the impending change of Administration. Currently the Recovery Plan is being reviewed as part of the overall effort to resolve the forest management issues in the Pacific Northwest. The principals of the plan will be incorporated into the preferred alternative Option 9, of the President's Forest Plan, as well as be reflected in the western Oregon RMP's currently under development.

In addition to completing the RMP's BLM will be monitoring HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with specific HMPs when necessary to accomplish its portion of the recovery efforts. BLM will continue to implement existing T/E recovery and management plans for species which rely on O&C land for habitat.

Habitat Restoration

Riparian zones along several hundred miles of BLM managed streams in western Oregon are in need of improvement due to historic damage due to overgrazing and historic logging practices. Researchers now know that large woody debris (logs, and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to instream habitat quality needed for trout and salmon, particularly juveniles.

The continuing program for 1995 will focus on implementation of the Forest Plan initiative previously mentioned in this Activity. Activities include habitat evaluation, plan development & modification, and resource monitoring of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs. Additionally, ecosystem restoration work is planned. Project work includes creation of snag/tree nest cavities, placement of woody debris in critical habitat areas, and habitat restoration (see Table VI "Jobs in the Woods").

Activity Review and Coordination

A strategic plan has been developed which identifies goals and objectives for managing the habitat of special status fishes. The plan identifies the following needs over the next 10 years: inventory of 5,749 miles of stream and nearly 5,000 acres of lakes and ponds, preparation of 300 activity plans, 450 habitat improvement projects, over 150 research studies, preparation of 300 monitoring plans, acquisition of critical habitat and expanded environmental education activities to increase public awareness of the importance of these species. Additionally, projects planned under the "Jobs in the Woods" initiative will help restore anadromous fish potentials.

❖1995 Program Increase❖

Table XXII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	20,845	+6,230
FTE	197	+122

The entire increase is for implementation of the Forest Plan and for "Jobs in the Woods" ecosystem restoration projects. BLM will be involved in managing Habitat Conservation Areas and implementing recovery plans for the Spotted Owl, Marbled Murrelet, and at-risk salmon species. Work will include monitoring and inventory of critical habitat areas. In these areas, forest management practices will be directed at more quickly attaining old growth characteristics through creation of multi-story forest stands.

Project work to restored impaired ecosystems include: bank stabilization, watershed restoration, stream improvements, and improvements of habitat structure such as creation of nest cavities, woody debris placement (See Table VI for more detailed description). Such work will help reduce sedimentation into streams, enhance anadromous fish habitat, improve forest habitat, and possibly eliminate the future need to list species under the Endangered Species Act. The work planned provides opportunities for contracting to the private sector and responds directly to the President's *Investments in Natural Resources* initiative providing stimulus to both local economies and employment.

Table XXIII Workload Accomplishments, O&C Wildlife and Fisheries, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Inventory (000's acres)	287	200	250	+50
Activity Plans (#)	4	25	25	0
Monitoring (# plans)	169	200	200	0
Development projects (#)	28	28	35	+7
Maintenance projects (#)	32	34	45	+9

Justification of Program and Performance

Activity: Western Oregon Resources Management Subactivity: Resource Management Planning

Table XXIV Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	1,302	+6	0	1,308	+6
FTE	52	-12	0	40	-12

❖Objectives❖

The plans for western Oregon are an integral part of the decadal planning process for western Oregon lands.

The objectives of the western Oregon resource management planning program are to:

- develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the plan revision cycles;
- maintain existing land use plans and supporting inventories by incorporating available information from on going activities and projects such as habitat enhancement and timber sales, ongoing environmental analyses, and public input; and
- provide an effective and efficient forum for public input into management decisions to

balance resource capabilities, national guidance, regional and local concerns.

❖1995 Program❖

The BLM's planning process involves nine discrete steps which include the following:

- ① Identify issues and concerns.
- ② Develop planning criteria.
- ③ Collect inventory data and information.
- ④ Analyze the management situation.
- ⑤ Formulate alternatives.
- ⑥ Estimate the effects of the alternatives.
- ⑦ Select preferred alternative (and publish draft RMP/EIS).
- ⑧ Respond to public comment, protests (and publish proposed RMP and final EIS and the record of decision).
- ⑨ Plan implementation, monitoring and evaluation.

BLM planning regulations and policies require a full interdisciplinary team for the entire sequence of steps in the planning process.

Resource Management Plans

In 1995, BLM expects to begin to implement new resource management plans (RMPs) in western Oregon. The development of these plans began in 1986. These proposed new RMPs address the

numerous major resource management issues such as old growth management, protection of spotted owls, biological diversity, threatened and endangered species management, allowable sale quantity levels, anadromous fisheries, water quality, wild and scenic rivers and others.

The complex issues associated with RMP development require the application of current technology not only to meet the planning schedule, but also to evaluate an enormous quantity of technical resources data, and to assist managers in the resource allocation process for the various alternative management scenarios involved. The listing of the northern spotted owl as a threatened and endangered species by the FWS generated the

need to incorporate new data on the owl, its habitat, and the "old growth" ecosystem into the Western Oregon Digital Data Base (WODDB) and to develop and analyze new planning alternatives in the draft RMPs.

The current schedule calls for completion of the 6 Final RMPs/EIS's in 1995 and the beginning of implementation in late 1995. During 1995, the major workload will shift from plan preparation to developing and publishing the Approved RMPs following resolution of any protests and appeals.

With the expected implementation of the new RMPs in 1995, the program emphasis will then shift from plan preparation and approval to maintaining the viability of the plans for the 1990's through plan monitoring, incorporation of new data and any amendments to the RMPs. The funding level and FTE will be adequate to ensure ongoing plan monitoring and maintenance work.

Activity Summary

Activity: Western Oregon Information and Resources Data Systems

Table XXV Activity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Data Systems Oper. and Man- agement	2,435	+1	0	2,436	+1
Resource Data Acquisition and Manage- ment	215	+1	0	216	+1
<i>Total</i>	<i>2,650</i>	<i>+2</i>	<i>0</i>	<i>2,652</i>	<i>+2</i>

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems **Subactivity: Data Systems Operation and Management**

Table XXVI Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	2,435	+1	0	2,436	+1
FTE	13	0	0	13	0

❖Objective❖

Many automated data bases are maintained in support of western Oregon resource management needs. These data bases relate directly to all aspects of ecosystem management including forest management and development, wildlife

habitat management, soil, water and air, and recreation management program actions. The objective of the western Oregon data systems operation and management program is to:

- provide for the continued development and operation of an automated data information

system in an effective and efficient manner to support resource management programs in western Oregon.

◆ 1995 Program ◆

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine probable sale quantity (PSQ) for timber sales. Tree improvement data are maintained for BLM seed orchards, including progeny plantations, as well as for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data will be used in decisions relating to reforestation of harvested commercial forest land. Inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sale values and changes in market conditions. The data also facilitate the monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting receipts and payments to the Federal Government, U.S. Treasury and the western Oregon counties.

Wildlife, riparian, sensitive species, soils and other resource inventory and associated data are maintained and analyzed for trends in numbers and habitat condition.

Other work includes continued software development, user support, and data base management for tracking files to ensure data accuracy and general program support.

Automated Data Processing (ADP) systems for western Oregon have been designed through a coordinated effort of users and computer systems

specialists. A combination of expertise will continue to be required, including technical expertise in the subject matter field — inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists in addition to the ADP technical expertise of programmers, computer specialists, and systems analysts.

Interdisciplinary Planning

The Western Oregon Digital Data Base (WODDB) applications, which uses Geographic Information System (GIS) technology, enables field managers in western Oregon to do a much more effective job of managing the complex issues and programs on the 2.4 million acres of land in western Oregon. The 84 base map and resource data themes in the system provide the analytical tools needed to make complex resource management decisions.

The WODDB system has provided considerable assistance to the many special studies and analyses relating to the northern spotted owl, Marbled Murrelet, old growth, and the President's Forest Plan. It is expected that the data base and system will continue to be used extensively, especially in implementation and monitoring of the President's Forest Plan and ecosystem management.

Efforts in 1995 will continue to emphasize the revision and completion of the digital cartographic base themes which form the resource base data layer for other resource themes and data display through the use of GIS technology. Data acquisition, standardization, and management of this resource base data layer will be provided in support of land management activities in western Oregon.

Additional major tasks in 1995 include:

- The WODDB data base was essentially completed in 1994; however, many of the support functions will still be required in 1995. Specific activities planned for 1995 include user support, data base management and administration,

computer operations, and software development/ systems analysis.

- Updating WODDB data for use in operational forest management and other ongoing resource management activities and applications. Planned activities for 1995 include continuing the edit/update of WODDB, user support and training, conversion of existing automated programs to provide a user friendly integrated system, and data base management and administration.

- Developing strategies for future office automation, local area networks, and equipment and software upgrades. This will also include the capability required to support BLM application programs and statewide data communications network; provide continued support to the GIS effort, computer facility site preparation and management, hardware and software user support, technical information resource management support to the field offices, and application development training and assistance.

- Additional maintenance of system and the statewide data communications equipment. Additional maintenance is needed due to the

increasing size of the data base and the amount of computer hardware/software that is necessary in order to meet the demands of the users.

- Additional support for implementing operational Automated Resource Data (ARD). Extensive training of program managers and/or additional personnel will be required to develop the skills necessary to direct the management of resource data in an automated environment.

- The transition of the WODDB data base from the current platform to the Bureau's modernization target system will involve the developing, testing and use of data conversion and tracking tools, data documentation, quality assurance and control, and the development, testing, and use of data management tools on the new management platform. A substantial retraining of the IRM workforce will be needed for this to be successful.

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems **Subactivity: Resource Data and Acquisition and Management**

Table XXVII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	215	+1	0	216	+1
FTE	1	0	0	1	0

❖Objectives❖

The objectives of the western Oregon resource data acquisition and management program are to:

- improve resource management decisions by acquiring and automating resource base data to support ongoing efforts and future modernization of the automated systems;
- use geographic information technology in support of BLM's forest management and other forest resource programs;
- produce accurate mapping necessary for resource management; and
- process data using established remote sensing techniques in support of BLM field operations.

❖1995 Program❖

Efforts in 1995 will continue to emphasize the revision and completion of the digital cartographic base themes which form the resource base data layer for other resource themes and data display through the use of GIS technology. Data acquisition, standardization, and management of this resource base data layer will be provided in support of land management activities in western Oregon.

Activity Summary

Activity: Western Oregon Facilities Maintenance

Table XXVIII Activity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Facilities Maintenance	3,056	+15	+500	3,571	+515
Transportation Systems Maint.	6,811	+30	+5,000	11,841	+5,030
<i>Total</i>	<i>9,867</i>	<i>+45</i>	<i>+5,500</i>	<i>15,412</i>	<i>+5,545</i>

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance

Subactivity: Facilities Maintenance

Table XXIX Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	3,056	+15	+500	3,571	+515
FTE	44	0	0	44	0

❖Objectives❖

The objectives of the western Oregon facilities maintenance program in western Oregon are to:

- support the presidents's initiative on infrastructure maintenance
- protect the capital investment in BLM-owned buildings, recreation sites and utility systems in western Oregon, and ensure safe, efficient, convenient and functional compatibility to the ge-

neral public and BLM personnel throughout the intended design life of the facilities.

❖1995 Program❖

The BLM manages and occupies a host of facilities designed to provide employees support and public service. The western Oregon facilities maintenance subactivity provides maintenance to BLM buildings, administrative sites, and recreation facilities, as well as basic engineering support services for maintenance and construction actions. The 1995 program continues BLM's initiative to improve the condition of its facilities

and reduce the backlog of maintenance needs. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects.

Facility Inventory Maintenance Management System (FIMMS) Development

In 1988, BLM initiated the development of its automated FIMMS, a national system designed to

Table XXX Miscellaneous Sites.

Type of Facility	Number	Size
Office Buildings	12	170,546 ft ²
Warehouses	20	56,583 ft ²
Materials storage buildings	42	60,543 ft ²
Quarters	12	12,000 ft ²
Fuel tanks	12	37,650 gal.
Radio/repeater buildings	5	4,027 ft ²
Special use tree seed orchard buildings	12	53,969 ft ²
Equipment and vehicle shop buildings	26	46,781 ft ²
Site/wareyards/grounds	37	1,767 acres
Water system	23	n/a
Utility buildings	11	1,569 ft ²
Sewer systems	11	n/a
Electrical systems	6	n/a

incorporate facility inventory, current status, maintenance costs, and desired condition data for use in determining and setting priorities for maintenance needs for all BLM-owned facilities. By the end of 1990, BLM had completed development of system data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The initial field condition surveys are still progressing on western Oregon Lands with a projected completion in 1995.

The FIMMS is designed to be used by BLM managers to administer the overall facilities maintenance

program effectively. Beginning in 1994 BLM managers began to use data from the FIMMS to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs.

Recreation Facilities

The program provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 77 developed recreation complexes and 24 undeveloped sites in western Oregon.

BLM's maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in Public Land stewardship.

Through use of the *Recreation 2000* strategy and BLM State Office implementation plans, maintenance funds are concentrated on the most intensively used recreation facilities where both visitor use and public investment are the highest. Funding for maintenance of recreational facilities is augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible.

Recreation maintenance includes the following types of functions:

- maintaining sanitation facilities, including modifications to improve access for the disabled;
- operating and maintaining potable water supply, purification, and distribution systems;
- repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and

providing routine maintenance such as repainting, staining, and replacing broken boards or decking;

- removing hazards, such as dead trees, excess fire fuel and brush; fencing old mine shafts; unstable buildings, and providing warnings about dangerous topography;
- grading, graveling and/or surfacing roads, parking areas, pull-outs, and ramps; replacing culverts and cleaning cattle guards;
- collecting trash, pumping vault toilets, and doing grounds work such as pruning trees and shrubs, fence maintenance, and repairing erosion damage; and
- repair and replacement of directional, informational, and regulatory signs as needed on those facilities scheduled for maintenance.

Buildings

The types of facilities maintained by BLM in western Oregon vary widely from complex district office buildings to tree seed extractors to greenhouses for seedling production. Facility units include 120 sites, 343 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems.

These buildings include a range from complex administrative sites and larger visitor centers to small radio repeater buildings to well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

Building maintenance includes the following functions:

- repair work, such as repairing water, sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;

- energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;

- routine maintenance work, such as repainting and replacing broken windows;

- grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement on parking and storage areas; and

- modification to improve accessibility for the disabled.

Much of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems to ensure that structures are maintained in a safe and usable condition.

Engineering Services

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering

Table XXXI Facilities Maintained¹

Type of Facility	Number	Size
Office Buildings	12	166,216 ft ²
Quarters	12	12,000 ft ²
Industrial Buildings	31	57,777 ft ²
Research & Development	1	10,380 ft ²
Recreation Buildings	109	48,828 ft ²
Service Buildings	10	3,621 ft ²
Storage Buildings	81	131,461 ft ²
Other Buildings	37	208,747 ft ²
Water system	23	n/a
Site/wareyards/grounds	37	1,767 acres
Sewer systems	11	n/a
Electrical systems	6	n/a

¹ The increase in buildings shown over 1994 is due to an updated, automated inventory.

services include condition inventories of BLM facilities as a part of the operation of the FIMMS.

◆1995 Program Increase◆

Table XXXII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	3,571	+500
FTE	44	0

The program increase request is for recreation facilities maintenance. The work will include upgrading sanitary facilities, sewer hookups, and water systems at 3 recreation sites in order to protect the ground water quality in the areas. Also included in this effort will be the repair of 2 existing facilities. This work will be accomplished through community contracts.

Table XXXIII Workload Accomplishments, Facilities Maintenance (O&C) 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
# of Buildings Maintained	299	299	299	0
# of Recreation Sites Maintained	101	101	106	+5
Miles of Road Maintained ¹	3,765	4,000	4,000	0
# of Bridges Maintained	86	90	90	0

¹ The funding increase in this area is being used for corrective maintenance on existing roads. These same roads are routinely maintained and accounted for as units of accomplishment under scheduled maintenance. This is why the miles of road accomplishment for 1995 does not show an increase.

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance Subactivity: Transportation Systems Maintenance

Table XXXIV Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	6,811	+30	+5,000	11,841	+5,030
FTE	72	0	0	72	0
\$	6,811	+30	+5,000	11,841	+5,030
FTE	72	0	0	72	0

❖Objectives❖

The objectives of the western Oregon transportation systems maintenance program (which is funded through a combination of direct appropriation and a permanent appropriation) are to:

- support the infrastructure maintenance in conjunction with the President's Investment in America's Growth initiative;
- maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for proper land and resource management;
- provide for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- provide safe access to forest lands for the forest industry, BLM personnel, and the general public.

❖1995 Program❖

The western Oregon transportation system currently being maintained by the BLM consists of 18,500 miles of road (which include 131 miles of *Back Country Byways*), 150 miles of trails, and 2 airstrips, along with related appurtenances such

as 382 bridges, retaining walls, and subsurface drainage systems. Of the total mileage, timber haul roads are maintained using road maintenance fees which are collected from commercial users. These are called "fee roads." The remaining roads, trails, and airstrips are maintained from the appropriated funds in this subactivity. This is commonly referred to as the "non-fee" system.

BLM continues to work to reduce the backlog of road rehabilitation work and to increase the maintenance program capability in order to improve the condition of these facilities.

The non-fee road system maintenance requirements have increased almost two-fold in the past 13 years. To compound the problem, road maintenance fee collections from commercial users have declined significantly in recent years and are expected to continue on this downward trend in the coming years. The decreasing fee revenue is due to a reduced supply of private timber hauled on BLM roads, and an anticipated reduced harvest of timber due to the requirement to protect the spotted owl and its habitat. This will result in a continuing increase in the non-fee road mileage which needs to be maintained from the current annual appropriated funds.

The western Oregon road system is in need of considerable maintenance in order to accommodate increasing public use, particularly for recreational purposes, and to provide management access for fire protection and intensive forest management. A 1992 Report to Congress revealed corrective maintenance needs of 1,600 miles of grading, 1,575 miles of ditching and drainage clearance, 427,200 cubic yards of slide removal/debris cleaning, 2,560 miles of brush control, 270,000 cubic yards of aggregate rock protection, 334 miles of sealing bituminous roads, 28,200 tons of patching for bituminous roads, 85 bridge safety problems, 94 bridge guardrails, 11 bridge replacements, 40 major culvert replacements, and 340 large culvert replacements for a total estimated renovation cost of \$25,500,000. Annual base funding of \$11,500,000 would maintain the western Oregon transportation system once the system had been renovated.

BLM's Western Oregon road maintenance schedule calls for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road, and for maintenance of those parts of the secondary system that receive higher than normal use or have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all of the bridges and structures that are an integral part of the road system.

Maintenance of the road system is performed primarily by BLM crews. BLM employs heavy equipment operators skilled in road maintenance work and transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities. Contracts are issued for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

Maintenance intensity varies depending on the purpose of the road, but generally includes:

- erosion and proper drainage repair;
- grading to maintain/reestablish original road cross sections;
- maintenance/replacement of gravel surfacing;
- stabilizing shoulders to protect surfacing;
- sealing, repaving, and patching of original paved surfaces;
- repair and replacement of directional, informational, and regulatory signs;
- minor re-aligning to improve both safety and drainage;
- repairing culverts; and
- inspecting, maintaining, and repairing bridges

The primary focus of the 1995 road maintenance accomplishments will be on those high priority roads and trails that are essential to public safety and to insure access necessary to carry out essential intensive forest management work on the BLM administered lands in western Oregon.

Commercial users of the western Oregon BLM administered roads are assessed a road maintenance fee. Funds collected from road maintenance fees each year become a part of the total funds available to the BLM for road maintenance through a permanent appropriation.

❖1995 Program Increase❖

Table XXXV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	15,412	+5,000
FTE	116	0

Proposed road maintenance work was identified as part of a Congressional request in the FY 1992

Interior Appropriations Bill (its focus was on the maintenance needs of the BLM western Oregon transportation system). Western Oregon roads were originally built to provide access for logging and to support forest management. Today, the BLM relies on this road system to access and administer dispersed Public Lands for the full gamut of multiple uses including timber, wildlife, recreation, and watershed management. These roads provide opportunities for fishing, hunting, hiking, and sightseeing. Important is that sedimentation associated with poor road condition directly or indirectly affects land form stability, water quality, anadromous fish habitat and fish production, and related economies. Thus remediation of these backlog road maintenance needs is parcel to the Northwest Ecosystem Restoration and Community Economic Assistance initiatives.

The increase is needed for maintenance projects which will be targeted toward environmental improvement and will include such work as an additional 60 miles of road resurfacing, replace

ment of an additional 45 culverts, and an additional 2,000 miles of brushing, landslide removal, and road cut and fill slope mulching. The purpose of this work is to reduce erosion and run-off from the roadways thus reducing the amount of sedimentation in the local stream systems. Improved water quality and fisheries habitat are the goal of these effort. This work will be accomplished by contract, providing both jobs for the local economy and ecosystem restoration benefits.

◆Federal Highway Administration◆

The 1995 program level is \$50,000. This level of funding, which is transferred to FHWA, provides for bridge inspections and load rating determinations by the FHWA for bridges on BLM-administered roads. An estimated 180 bridges will be inspected. On occasion, FHWA also provides rock aggregate to the BLM for use in road maintenance. The funds for this work are transferred from BLM to FHWA each year as the work is required.

Table XXXVI Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Road maintenance (miles)	3,765	4,000	5,000	+2,000
Culvert replacement	0	0	45	+45
Road resurfacing	0	0	60	+60
Trail maintenance (miles)	70	70	70	0
Bridge maintenance (#)	86	90	90	0

Activity Summary

Activity: Western Oregon Construction and Acquisition

Table XXXVII Activity Summary (\$ 000s).

Subactivity	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Construction	581	-8	+3,200	3,773	+3,192
Acquisition	317	+1	0	318	+1
<i>Total</i>	<i>898</i>	<i>-7</i>	<i>+3,200</i>	<i>4,091</i>	<i>+3,193</i>

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition

Subactivity: Construction

Table XXXVIII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	581	-8	+3,200	3,773	+3,192
FTE	5	0	0	5	0

❖Objectives❖

The objectives of the western Oregon construction program are:

- to continue to support the BLM's *Recreation 2000* initiative by developing recreation facilities on western Oregon lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand;
- to construct new buildings or replace deteriorated ones necessary to support resource management programs; and

- to provide a safe and efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources.

❖1995 Program❖

The western Oregon Construction program provides for:

- developing and maintaining transportation plans; and
- designing access roads to areas for general resource management purposes. The design work

includes projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The program also includes \$573,000 to support transportation planning, signing, and survey and design work for access roads and other facilities which support infrastructure maintenance and the BLM's *Recreation 2000* initiatives, and the completion of construction and improvements at two projects initiated in prior years.

◆1995 Program Increase◆

Table XXXIX 1995 Program Change (\$000)

	1995 Budget Request	Program Changes (+/-)
\$	3,773	+3,200
FTE	5	0

Individual construction projects have been specifically identified and are geared towards preservation, protection, and enhancement of the social and economic aspects of the local ecosystems, and support the "Jobs in the Woods" initiative, which is part of the President's Forest Planning Strategy. These projects will provide educational and interpretive opportunities which will help the

general public understand the ecosystem better as well as providing enhanced recreational opportunities. The projects will create jobs opportunities throughout the western Oregon O&C counties with special efforts in the depressed timber dependent communities, and at the same time help with the long term diversification of local economies. The increase of \$3,200,000 will be used to construct the projects in the following tables.

These projects have been coordinated with the U.S. Forest Service, other governmental agencies, the private sector, and local user groups.

1995 BLM Construction Program Summary

County	Project Name	(\$ 000)
--	Engineering, Survey & Design, and Contract Administration	573
Lane	Row River Trail	1,200
Coos	New River ACEC/SRMA	500
Douglas	North Umpqua River SRMA	500
Douglas	Umpqua River SRMA	400
Jackson	Hyatt Lake Campground	320
Klamath	Hamaker Mountain Snow Park	80
Clackamas	Salmon River SRMA, Wildwood Wetlands/Fisheries Interpretative Trail	200
Total		3,773

1995 BLM Construction Project Description

State: Oregon	Project Name: Row River Trail	Project Status: New																
County: Lane	District/Resource Area Office: Eugene District-South Valley Resource Area	General Location: Near Cottage Grove, Oregon																
Land Use/Activity Plan Name and Citation: Eugene District RMP and President's Forest Planning Strategy																		
Project Description: The objective of this project is to provide 14 miles of hiking, equestrian and bicycle trail on an abandoned railroad right-of-way between the economically depressed cities of Cottage Grove and Culp Creek. To make the trail safe for recreational use, bridge rehabilitation and trail surface improvements are needed. The project consists of four parts which would be contracted to local sources: 1. resurfacing two steel bridges; installing decking and guardrails on four bridges; 2. installing motor-vehicle access controls at 24 road crossings; 3. renovation and improvement of the existing trail surface; 4. control of encroaching brush over the entire trail length.																		
Why is project important and how does it help BLM accomplish our mission: This project will provide both short and long term employment opportunities in two communities that have been severely impacted by the shortage in timber supply. This project creates direct employment opportunities during construction and long term employment opportunities for trail operation and maintenance. Additionally, several small business opportunities will be created to provide horse and bicycle rentals, equipment sales and repairs, food services lodging, and shuttle services for trail visitors. The project is the result of the cooperative planning of several federal, state and local agencies, interest groups and private citizens. It is a critical link in a larger network of recreational opportunities in a region which is trying to diversify its economic base. This development has been identified by Cottage Grove City Planning Department in their requests for rural community assistance.																		
List each phase down to lowest practical options and include costs breakdown: Bridge Repair <table> <tr> <td>Row River</td> <td>\$ 291,000</td> </tr> <tr> <td>Mosby Creek</td> <td>\$ 231,000</td> </tr> <tr> <td>Rat Creek</td> <td>\$ 118,000</td> </tr> <tr> <td>Teeter Creek</td> <td>\$ 88,000</td> </tr> <tr> <td>Trail access control barriers</td> <td>\$ 144,000</td> </tr> <tr> <td>Trail surface renovation & Improvement</td> <td>\$ 272,000</td> </tr> <tr> <td>Control of encroaching brush</td> <td>\$ 56,000</td> </tr> <tr> <td>Total Project Cost</td> <td>\$1,928,000</td> </tr> </table>			Row River	\$ 291,000	Mosby Creek	\$ 231,000	Rat Creek	\$ 118,000	Teeter Creek	\$ 88,000	Trail access control barriers	\$ 144,000	Trail surface renovation & Improvement	\$ 272,000	Control of encroaching brush	\$ 56,000	Total Project Cost	\$1,928,000
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Total Project Cost	\$1,928,000																	
Project phasing and costs were developed on what level of planning : Engineering project plan																		
Outyear Operations costs (by program): \$40,000	Requested funding: \$1,200,000																	
Outyear Maintenance costs: \$100,000	Total estimated cost of project: \$1,200,000																	
Is project part of Maintenance backlog: No																		

1995 BLM Construction Project Description

State: Oregon	Project Name: New River ACEC/SRMA	Project Status: On-going																						
County: Coos	District/Resource Area Office: Coos Bay District/Myrtlewood Resource Area	General Location: 8 miles south of Bandon, Oregon																						
Land Use/Activity Plan Name and Citation: New River Management Plan/President's Forest Planning Strategy																								
Project Description: The Coos Bay District administers 884 acres of land bordering the New River. The area is unique for its many habitat types and the special status species of plants and animals which rely on the area for survival. The area requires active recreation management to prevent resource degradation due to overuse. To enhance management of visitor needs while maintaining quality habitat for unique species of plants and animals, Myrtlewood Resource Area has identified needed improvements, including installation of gates; reconstruction of the road to the administration building, boat ramp and parking lot; construction of the administration building, construction of restrooms and sewer and water system. This project also provides for enhancing and improving trails, several of which are identified as wheelchair accessible, the addition of trail signs and benches, construction of day use facilities including several wheelchair accessible picnic areas, a storage building, a wildlife viewing platform at Muddy lake, and fence reconstruction.																								
Why is project important and how does it help BLM accomplish our mission: New River is an area of diverse habitat which supports unique wildlife and plant species. The distinctive features which make the area special for wildlife also attract human visitors. The local public is already demanding increased recreational and educational opportunities in the area and this trend is expected to continue. Approximately 1,533,000 vehicles pass the area each year (approximately 4,600,000 people) including many tourists between Memorial Day and Labor Day. It is expected that demand for wildlife viewing, environmental education and day-use will increase.																								
This project will protect natural resources, provide wildlife viewing, and educational opportunities. It will also provide a strong basic infra-structure for low impact recreation, and enable visitor experiences to be positive and safe. Construction will provide employment opportunities for local businesses and individuals within the Bandon, Langlois, and Port Orford areas; areas hard hit by reduced timber harvest in the region. This project provides the additional benefit of greater awareness of the area's special features and greater protection of its resources.																								
List each phase down to lowest practical options and include costs breakdown: <table> <tr> <td>Install gates at kiosk, old bog, 14 acre parcel near Muddy Lake</td> <td>\$ 8,000</td> </tr> <tr> <td>Reconstruct road to administration building, boat ramp, parking lots</td> <td>\$ 77,000</td> </tr> <tr> <td>Construction of administration building/host site</td> <td>\$120,000</td> </tr> <tr> <td>Construction of Restrooms, sewer and water system</td> <td>\$ 87,000</td> </tr> <tr> <td>Enhance and improve trails, add trail signs and benches</td> <td>\$ 15,000</td> </tr> <tr> <td>Day use facilities</td> <td>\$ 59,000</td> </tr> <tr> <td>Storage building</td> <td>\$ 25,000</td> </tr> <tr> <td>Wildlife viewing platform at Muddy Lake</td> <td>\$ 25,000</td> </tr> <tr> <td>Fence reconstruction</td> <td>\$ 6,000</td> </tr> <tr> <td>Engineering activities</td> <td>\$ 78,000</td> </tr> <tr> <td>Total Project Cost</td> <td>\$500,000</td> </tr> </table>			Install gates at kiosk, old bog, 14 acre parcel near Muddy Lake	\$ 8,000	Reconstruct road to administration building, boat ramp, parking lots	\$ 77,000	Construction of administration building/host site	\$120,000	Construction of Restrooms, sewer and water system	\$ 87,000	Enhance and improve trails, add trail signs and benches	\$ 15,000	Day use facilities	\$ 59,000	Storage building	\$ 25,000	Wildlife viewing platform at Muddy Lake	\$ 25,000	Fence reconstruction	\$ 6,000	Engineering activities	\$ 78,000	Total Project Cost	\$500,000
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Total Project Cost	\$500,000																							
Project phasing and costs were developed on what level of planning: Engineering project plan																								
Outyear Operations costs (by program): \$35,000	Requested funding: \$500,000																							
Outyear Maintenance costs: \$25,000	Total estimated cost of project: \$500,000																							
Is project part of Maintenance backlog: No																								

1995 BLM Construction Project Description

State: Oregon	Project Name: North Umpqua River SRMA	Project Status: Replacement																																	
County: Douglas	District/Resource Area Office: Roseburg District-Mt. Scott Resource Area	General Location: Lower North Umpqua River Watershed																																	
Land Use/Activity Plan Name and Citation: Rec W&SR and North Umpqua SMRA																																			
Project Description: Susan Creek Falls Trail Reconstruction: Susan Creek Falls is located in the North Umpqua Wild and Scenic River Corridor across from the Susan Creek Day-use area. The day-use area was renovated 2 years ago when the trails were paved and a new restroom with handicap access was constructed. This project will expand on the accessibility of the disabled to include the trail to the falls. This trail is currently very steep in places and is not accessible to disabled persons with mobility impairments. The project will build a small trailhead parking lot and a new trail along Susan Creek with grades not to exceed 5%, which would access a viewing area at the Falls. This trail would be approximately 3000 feet long and would be constructed so that it would be wheelchair accessible. Mill Pond and Rock Creek Replacement: This project would replace existing restrooms at the Mill Pond, Scaredman and Rock Creek Campgrounds and the Mill Pond Day-use Area and make them wheelchair accessible. These campgrounds currently have trails and sites which are wheelchair accessible and the replacements of the existing facilities will make these sites fully accessible. Why is project important and how does it help BLM accomplish our mission: This popular recreation area has continued to draw increased visitors to the river corridor in search of quality recreation experiences. Upon completion of this project, three more recreation sites will become fully accessible. These improvements will not only greatly improve the general appearance of these recreation sites but will enhance the recreation opportunities for our users. Community support for these projects is high because of the anticipated economic diversification through increased recreational use in the area. The project supports an increased level of economic opportunities.																																			
List each phase down to lowest practical options and include costs breakdown: Susan Creek Falls Trail Reconstruction: <table border="0"> <tr> <td>Trail and parking lot construction</td> <td>\$ 84,000</td> <td></td> </tr> <tr> <td>Cultural Evaluation of the site</td> <td>\$ 18,000</td> <td></td> </tr> <tr> <td>Subtotal</td> <td></td> <td>\$102,000</td> </tr> </table> Mill Pond and Rock Creek Campground Restroom Replacement: <table border="0"> <tr> <td>Two Romtek Restrooms</td> <td>\$ 60,000</td> <td></td> </tr> <tr> <td>Site prep and installation</td> <td>\$ 24,000</td> <td></td> </tr> <tr> <td>Scaredman Restroom</td> <td>38,000</td> <td></td> </tr> <tr> <td>Subtotal</td> <td></td> <td>\$122,000</td> </tr> </table> Mill Pond Day-use Area Restroom replacement: <table border="0"> <tr> <td>Construction of restroom</td> <td>\$240,000</td> <td></td> </tr> <tr> <td>Drain Field</td> <td>\$ 36,000</td> <td></td> </tr> <tr> <td>Subtotal</td> <td></td> <td>\$276,000</td> </tr> </table> Total Project Cost <table border="0"> <tr> <td></td> <td>\$500,000</td> <td></td> </tr> </table>			Trail and parking lot construction	\$ 84,000		Cultural Evaluation of the site	\$ 18,000		Subtotal		\$102,000	Two Romtek Restrooms	\$ 60,000		Site prep and installation	\$ 24,000		Scaredman Restroom	38,000		Subtotal		\$122,000	Construction of restroom	\$240,000		Drain Field	\$ 36,000		Subtotal		\$276,000		\$500,000	
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Project phasing and costs were developed on what level of planning: Engineering Project Plan																																			
Outyear Operations costs (by program): None	Requested funding: \$500,000																																		
Outyear Maintenance costs: \$5,000	Total estimated cost of project: \$500,000																																		
Is project part of Maintenance backlog: Yes																																			

1995 BLM Construction Project Description

State: Oregon	Project Name: Umpqua River SRMA	Project Status: Replacement																		
County: Douglas	District/Resource Area Office: Roseburg/Tyee	General Location: Tyee Resource Area																		
Land Use/Activity Plan Name and Citation: Umpqua River Special Recreation Management Area																				
Project Description: This proposal includes a number of projects along the Umpqua River near the existing Tyee Campground to improve the recreational experience for visitors. These include: repair and replacement of the existing infrastructure at the Tyee Campground and the expansion of the camping area to develop a group site. The Tyee Campground site is in critical need of upgrading as it has deteriorated and is often overcrowded. In 1993, it has been necessary to ration water at the site due to the increase of visitors. Restoration would upgrade the existing campground infrastructure, including replacement of the existing vault restroom, would replace the existing well, and would provide improvement of camp sites and access trails to the river. Refurbishing this site would also improve disabled access. The second part of this project will provide for expansion of the existing Tyee Campground to include the old Campfire Girls site, providing a group camping site. This would provide a unique recreation opportunity not offered on the district or in the area. Development would be for a 15-20 site area and would require construction of a parking lot, vault restrooms, a well, a road, a shelter/group area, and a footbridge. This project would be designed by an Architectural and Engineering firm.																				
Why is project important and how does it help BLM accomplish our mission: By providing improved and additional recreation opportunities along the Umpqua corridor, tourism would increase, providing opportunities for enhancing and diversifying the local economy. The project supports the "Jobs in the Woods" initiative.																				
List each phase down to lowest practical options and include costs breakdown: Tyee Campground Restoration: <table> <tr> <td>Restroom replacement</td> <td>\$ 35,000</td> </tr> <tr> <td>Well and water system</td> <td>\$ 25,000</td> </tr> <tr> <td>Access Trails</td> <td>\$ 10,000</td> </tr> <tr> <td>Replacement of site appurtenances</td> <td>\$ 5,000</td> </tr> <tr> <td>Subtotal Cost</td> <td>\$ 75,000</td> </tr> </table> Tyee Campground Expansion: <table> <tr> <td>Survey and design</td> <td>\$ 60,000</td> </tr> <tr> <td>Construction</td> <td>\$265,000</td> </tr> <tr> <td>Subtotal</td> <td>\$325,000</td> </tr> <tr> <td>Total Cost</td> <td>\$400,000</td> </tr> </table>			Restroom replacement	\$ 35,000	Well and water system	\$ 25,000	Access Trails	\$ 10,000	Replacement of site appurtenances	\$ 5,000	Subtotal Cost	\$ 75,000	Survey and design	\$ 60,000	Construction	\$265,000	Subtotal	\$325,000	Total Cost	\$400,000
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Total Cost	\$400,000																			
Project phasing and costs were developed on what level of planning: Engineering project planning																				
Outyear Operations costs (by program): None		Requested funding: \$400,000																		
Outyear Maintenance costs: \$12,000		Total estimated cost of project: \$400,000																		
Is project part of Maintenance backlog: Yes																				

1995 BLM Construction Project Description

State: Oregon	Project Name: Hyatt Lake Campground	Project Status: Renovation																		
County: Jackson	District/Resource Area Office: Medford/Ashland	General Location: Hyatt Lake Campground																		
Land Use/Activity Plan Name and Citation: Recreation Activity Plan																				
<i>Project Description:</i> This project will improve a portion of the existing 20 year old campground which presently receives approximately 12,500 visitors per year. The present underutilized walk-in-tenting area will be upgraded to drive-up camping to alleviate overcrowding in the main campground. An existing bathroom facility will be upgraded to include showers. Shower and tent facilities will be disabled accessible. The project will meet existing demand that is outstripping site capabilities. This situation has resulted in illegal camping around the lake, which is causing public health and environmental problems.																				
<i>Why is project important and how does it help BLM accomplish our mission:</i> The project will further BLM goals in meeting Recreation 2000 and Fish and Wildlife 2000 Initiatives. It will also help towards our goal of providing accessible facilities for all users, and supply opportunities for volunteer and partnership programs as well. This project will benefit local resorts that provide restaurant and fishing services, in addition to benefitting other local businesses in nearby Ashland. Besides fishing, swimming, boating, and biking opportunities, this project will improve opportunities for hiking the Pacific Crest National Scenic Trail for communities with populations in excess of 300,000. The project supports the "Jobs in the Woods" initiative.																				
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table> <tbody> <tr> <td>Shower Building</td> <td>\$ 97,000</td> </tr> <tr> <td>Campsites - 12</td> <td>\$ 20,100</td> </tr> <tr> <td>Electric, water</td> <td>\$ 7,000</td> </tr> <tr> <td>Roads, asphalt, including pads</td> <td>\$ 69,600</td> </tr> <tr> <td>Pavilion</td> <td>\$ 34,800</td> </tr> <tr> <td>Move and replace kitchen</td> <td>\$ 9,300</td> </tr> <tr> <td>Survey and Design</td> <td>\$ 51,200</td> </tr> <tr> <td>Construction Administration</td> <td>\$ 31,000</td> </tr> <tr> <td>Total Cost</td> <td>\$320,000</td> </tr> </tbody> </table>			Shower Building	\$ 97,000	Campsites - 12	\$ 20,100	Electric, water	\$ 7,000	Roads, asphalt, including pads	\$ 69,600	Pavilion	\$ 34,800	Move and replace kitchen	\$ 9,300	Survey and Design	\$ 51,200	Construction Administration	\$ 31,000	Total Cost	\$320,000
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Move and replace kitchen	\$ 9,300																			
Survey and Design	\$ 51,200																			
Construction Administration	\$ 31,000																			
Total Cost	\$320,000																			
<i>Project phasing and costs were developed on what level of planning:</i> Engineering project plan																				
Outyear Operations costs (by program): None		Requested funding: \$320,000																		
Outyear Maintenance costs: \$12,000		Total estimated cost of project: \$320,000																		
Is project part of Maintenance backlog: Yes																				

1995 BLM Construction Project Description

State: Oregon	Project Name: Hamaker Mountain Snow Park	Project Status: new/upgrade															
County: Klamath	District/Resource Area Office: Lakeview District Klamath Falls Resource Area	General Location: 20 miles SW of Klamath Falls, Oregon															
Land Use/Activity Plan Name and Citation: Klamath Falls RMP and Jackson/Klamath MFP																	
<i>Project Description:</i> The Hamaker Mountain Area receives heavy use from winter recreationists due to the close proximity to Klamath Falls, good snow conditions, and the presence of a good paved road to the summit. Inadequate parking facilities has created an unsafe and hazardous condition due to the heavy use. This proposed project would create a central paved parking area. The Hamaker Mountain parking area will be large enough to provide safe parking for about 30 vehicles. In addition picnic tables, vault toilets with disabled access, warming shelters, and fire pits would be provided.																	
<i>Why is project important and how does it help BLM accomplish our mission:</i> This project meets an existing demand for winter and summer recreation facilities. The area has been identified in the Klamath Falls Resource Management Plan (RMP) as a potential Special Recreation Management Area. Additional benefits will result from economic diversification created through the improvements to the community winter and summer recreation use on weekends. The potential exists for a concessionaire to provide skier and mountain bike shuttle services and contract snow removal services. Once completed, the recreation area will be added to Oregon's Snow-Park winter recreation network. The project supports the "Jobs in the Woods" initiative.																	
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table> <tr> <td>Parking area</td> <td></td> <td>\$48,000</td> </tr> <tr> <td>Picnic Tables and Fire pits</td> <td>\$ 2,000</td> <td></td> </tr> <tr> <td>Vault Toilets</td> <td></td> <td>\$20,000</td> </tr> <tr> <td>Warming shelters</td> <td>\$10,000</td> <td></td> </tr> <tr> <td>Total Project Cost</td> <td></td> <td>\$80,000</td> </tr> </table>			Parking area		\$48,000	Picnic Tables and Fire pits	\$ 2,000		Vault Toilets		\$20,000	Warming shelters	\$10,000		Total Project Cost		\$80,000
Parking area		\$48,000															
Picnic Tables and Fire pits	\$ 2,000																
Vault Toilets		\$20,000															
Warming shelters	\$10,000																
Total Project Cost		\$80,000															
Project phasing and costs were developed on what level of planning: Engineering project plan																	
Outyear Operations costs (by program): \$3,000		Requested funding: \$80,000															
Outyear Maintenance costs: \$5,000		Total estimated cost of project: \$80,000															
Is project part of Maintenance backlog: No																	

1995 BLM Construction Project Description

State: Oregon	Project Name: Salmon River SRMA, Wildwood Wetlands/Fisheries Interpretative Trail	Project Status: Construction, replacement, and upgrades								
County: Clackamas	District/Resource Area Office: Salem District, Clackamas Resource Area	General Location: Wildwood Recreation Site, Hwy 26 near Welches, Oregon								
Land Use/Activity Plan Name and Citation: Salmon River SRMA and Wild and Scenic River Plan										
Project Description: This proposal provides for the design and construction of a wetland interpretative trail at the existing, heavily used, Wildwood Recreation Site. The project work involves construction of approximately 3/4 mile of new trail with raised boardwalks, wildlife viewing blinds, interpretive signs/stations. The project also includes accessibility upgrades of approximately 1/2 mile of existing trail. The project would also include accessibility upgrades to existing rest room facilities and fisheries habitat enhancement efforts.										
Why is project important and how does it help BLM accomplish our mission: The project is an independent, stand alone component of the Cascade Streamwatch project (CSW), a cooperative BLM/Forest Service/Private comprehensive environmental education partnership focusing on anadromous fish, watershed, wetlands and riparian habitat. It is supported by many regional and local groups as well as state/local government. Construction of the wetlands trails and the subsequent development of a highly visible regional environmental education center would demonstrate BLM's firm commitment to enhancing and restoring anadromous fish habitat in the northwest as well as educating the public as to the importance of upland watersheds. This site lies along the Salmon Wild and Scenic River and is potential habitat for coho salmon. Wildwood is located in a rural area of Clackamas County which is in transition from timber dependent economy to a more diverse economy relying more on tourism and recreation. The wetlands trail would compliment local efforts and offer opportunity to contract with local firms and individuals skilled in construction and restoration work. The project supports the "Jobs in the Woods" initiative.										
List each phase down to lowest practical options and include costs breakdown: <table border="0" style="width: 100%;"> <tr> <td style="padding-left: 20px;">Boardwalk trail segment, viewing blinds & interpretive signing</td> <td style="text-align: right;">\$155,000</td> </tr> <tr> <td style="padding-left: 20px;">Accessibility upgrades of existing trail and rest room</td> <td style="text-align: right;">\$ 30,000</td> </tr> <tr> <td style="padding-left: 20px;">Fisheries habitat enhancement work</td> <td style="text-align: right;">\$ 15,000</td> </tr> <tr> <td style="padding-left: 20px;">Total Project Cost</td> <td style="text-align: right;">\$200,000</td> </tr> </table>			Boardwalk trail segment, viewing blinds & interpretive signing	\$155,000	Accessibility upgrades of existing trail and rest room	\$ 30,000	Fisheries habitat enhancement work	\$ 15,000	Total Project Cost	\$200,000
Boardwalk trail segment, viewing blinds & interpretive signing	\$155,000									
Accessibility upgrades of existing trail and rest room	\$ 30,000									
Fisheries habitat enhancement work	\$ 15,000									
Total Project Cost	\$200,000									
Project phasing and costs were developed on what level of planning: BLM staff and engineers have completed environmental documentation, interpretive plan/prospectus, survey and design, and construction plans with material lists.										
Outyear Operations costs (by program): \$3,500	Requested funding: \$200,000									
Outyear Maintenance costs: \$1,000 annually	Total estimated cost of project: \$200,000									
Is project part of Maintenance backlog: Yes										

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition Subactivity: Acquisition

Table XLVIII Subactivity Summary (\$ 000s).

	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	317	+1	0	318	+1
FTE	5	0	0	5	0

❖Objectives❖

This program is largely concerned with acquisition of easements to support forest ecosystem work. Specifically, to:

- obtain and maintain legal access to western Oregon lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as ecosystem restoration projects, reforestation, thinning, and fertilization; various other silvicultural activities; and other resource program management activities; and
- obtain and maintain necessary legal access for the general public, such as access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

❖1995 Program❖

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement.

Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of 2 years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The primary benefits of the access acquisition include:

- providing continuous legal access so that ecosystem management practices can be applied;
- guaranteeing access to all qualified bidders results in increased bid prices for any potential timber sales; and
- providing continuous legal access to the public for full use and enjoyment of the BLM managed lands in western Oregon (*Recreation 2000*).

It is estimated that 200,000 acres of land administered by the BLM in western Oregon are unavailable for timber harvest, recreation use, or other purposes due to the lack of legal access. The need to restrict access to certain sensitive habitat areas and the increased demand for recreation use has resulted in increased access needs.

Much of the property over which BLM is acquiring easements has been subdivided, and due to the increase in number of landowners to cross, the number of easements to be acquired over the same land area has also increased.

The 1995 program includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. The workload associated with the units of accomplishment is increasing on an annual basis as a result of the number of landowners that must be crossed due to the increased amount of subdividing and the need to access small isolated parcels of timberland. A smaller acreage of Public Land is being

provided access with the same number of easements.

The efforts to protect the northern spotted owl and its habitat, have considerable spinoff impacts to the access acquisition program. The inability to harvest volume in old growth has resulted in an increased need for access to timber from scattered parcels of lower productive lands. These lands are generally at lower elevations and are surrounded by more private owners, thereby requiring more easements. However, the uncertainties affecting western Oregon management program make identification and planning of additional needs extremely difficult.

Table XLIX Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Easements acquired (#)	15	32	32	0

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriations: Oregon and California Grant Lands

Identification code: 14-1116-0-1-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
BUREAU OF LAND MANAGEMENT								
Personnel compensation:								
11.1 Full-time permanent.....		37,019				1172		38,191
11.3 Other than full-time permanent.....		4,791				881		5,672
11.5 Other personnel compensation.....		1,352				248		1,600
11.8 Special personal services payments.....		50				30		80
11.9 Total personnel compensation.....	1,257	43,212	0	0	50	2,331	1,307	45,543
12.1 Civilian personnel benefits.....		8,295				305		8,600
21.0 Travel and transportation of persons.....		1,100				100		1,200
22.0 Transportation of things.....		3,100				300		3,400
23.2 Rental payments to others.....		70				130		200
23.3 Communications, utilities, and miscellaneous charges.....		1,100				100		1,200
24.0 Printing and reproduction.....		480				-30		450
25.2 Other services.....		21,580		109		14214		35,903
26.0 Supplies and materials.....		5,000				1200		6,200
31.0 Equipment.....		2,700				100		2,800
32.0 Land and structures.....		400				100		500
42.0 Insurance claims and indemnities.....		15				10		25
99.0 Subtotal, Bureau of Land Management.....	1,257	87,052	0	109	50	18,860	1,307	106,021

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code: 14-1116-0-1-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Western Oregon resources management.....	75,787	77,965	83,866
00.02 Western Oregon information and resource data systems.....	2,460	2,650	2,652
00.03 Western Oregon facilities maintenance.....	7,471	9,867	15,412
00.04 Western Oregon construction and acquisition.....	718	898	4,091
10.00 Total obligations.....	86,436	91,380	106,021
Financing:			
21.40 Unobligated balance available, start of year.....	(8,349)	(4,328)	---
24.40 Unobligated balance available, end of year.....	4,328	---	---
39.00 Budget authority	82,415	87,052	106,021
Budget Authority			
40.00 Appropriation.....	82,415	87,052	106,021
40.75 Reduction pursuant to P.L. 102-381.....	---	---	---
43.00 Appropriation (total).....	82,415	87,052	106,021
Relation of obligations to outlays:			
71.00 Total obligations.....	87,348	91,380	106,021
72.40 Obligated balance, start of year.....	20,600	18,668	18,668
74.40 Obligated balance, end of year.....	(18,668)	(18,668)	(18,668)
78.00 Adjustments in unexpired accounts.....	---	---	---
90.00 Outlays.....	89,280	91,380	106,021

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code: 14-1116-0-1-302	1993 actual	1994 enacted	1995 estimate
BUREAU OF LAND MANAGEMENT			
Personnel compensation:			
11.1 Full-time permanent.....	39,046	37,019	38,191
11.3 Other than full-time permanent.....	5,061	4,791	5,672
11.5 Other personnel compensation.....	1,426	1,352	1,600
11.8 Special personal services payments.....	54	50	80
11.9 Total personnel compensation.....	45,587	43,212	45,543
12.1 Civilian personnel benefits.....	8,505	8,295	8,600
21.0 Travel and transportation of persons.....	1,126	1,100	1,200
22.0 Transportation of things.....	2,709	3,100	3,400
23.2 Rental payments to others.....	170	70	200
23.3 Communications, utilities, and miscellaneous charges.....	915	1,100	1,200
24.0 Printing and reproduction.....	224	480	450
25.2 Other services.....	19,503	25,908	35,903
26.0 Supplies and materials.....	4,539	5,000	6,200
31.0 Equipment.....	2,736	2,700	2,800
32.0 Land and structures.....	407	400	500
42.0 Insurance claims and indemnities.....	15	15	25
99.0 Subtotal, Bureau of Land Management.....	86,436	91,380	106,021

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code: 14-1116-0-1-302		1993 actual	1994 enacted	1995 estimate
FEDERAL HIGHWAY ADMINISTRATION				
Personnel compensation:				
11.1 Full-time permanent.....		29	---	---
12.1 Civilian personnel benefits.....		6	---	---
21.0 Travel and transportation of persons.....		10	---	---
22.0 Transportation of things.....		4	---	---
25.2 Other services.....		36	---	---
26.0 Supplies and materials.....		5	---	---
99.0 Subtotal, Federal Highway Administration.....		90	---	---
99.9 Total obligations.....		86,526	91,380	106,021

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code: 14-1116-0-1-302	1993 actual	1994 enacted	1995 estimate
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	1,336	1,257	1,307
Full-time equivalent of overtime and holiday hours.....	25	25	25
FEDERAL HIGHWAY ADMINISTRATION			
Total compensable workyears:			
Full-time equivalent employment.....	---	---	---

Appropriation: Miscellaneous Trust Funds (Mandatory, Indefinite)

Appropriation Language Sheet

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 1721, and 1737; 31 U.S.C. 1321(a)-(47),(48); 48 Stat. 1224-36; P.L. 103-138, Department of the Interior and Related Agencies Appropriations Act, 1994.)

Appropriation Language Citations

In addition to the amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under §307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under §211(b) of that Act, to remain available until expended.

43 U.S.C. 315h

43 U.S.C. 315i

43 U.S.C. 355

43 U.S.C. 759

43 U.S.C. 761

43 U.S.C. 1721

43 U.S.C. 1737

31 U.S.C. 1321(a)(47), (48)

48 Stat. 1224-36

Statutes that provide permanent budget authority:

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315h, 315i) provides for the Secretary of the Interior to accept contributions for the administration, protection and improvement of grazing lands, and for these funds to be deposited into the Treasury in a trust fund and permanently appropriates them for use by the Secretary. (This is permanent budget authority.)

The Act of March 3, 1891, Section 11 (43 U.S.C. 355) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by the Federal Land Policy and Management Act of 1976 (FLPMA). The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA. (This provides permanent budget authority.)

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriated. 43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses. (This is permanent budget authority.)

31 U.S.C. 1321(a)(47) and (48) classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds. (This is permanent budget authority.)

48 Stat. 1224-36 provides for payments in advance for public surveys. (This is permanent budget authority.)

Statutes that authorize current appropriations of trust funds:

43 U.S.C. 1721(a), (b) (FLPMA §211(a) and (b)) provide for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737(c) (FLPMA §307(c)) provides that funds may be contributed to BLM for: 1) resource development, protection, and management, 2) acquisition or conveyance of public lands and 3) cadastral surveys on Federally controlled or intermingled lands. Contributed funds are to be placed in a separate account in the Treasury and are authorized to be appropriated and available until expended.

Summary of Requirements
(dollars in thousands)

Appropriation: Miscellaneous Trust Funds (Indefinite)

	PTE	Amount
President's Budget, 1994	77	9,106
Summary of Uncontrollable and Related Changes*	0	100
Program Changes (detailed below)	0	0
Total Requirements (1995 Request)	77	9,206

Comparison by Activity/Subactivity	1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-)	
	Actual		Enacted To Date		Changes (+/-)		Changes		Budget Request		from 1994	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Land and Resource Management												
a. Current	37	7,280	55	7,505	0	100	0	0	55	7,605	0	100
b. Permanent	30	1,586	22	1,600	0	0	0	0	22	1,600	0	0
2. Miscellaneous Trust Funds												
(Permanent)	0	1	0	1	0	0	0	0	0	1	0	0
TOTAL APPROPRIATION	67	8,867	77	9,106	0	100	0	0	77	9,206	0	100

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Land and Resource Management Trust Fund (Current, Mandatory, Indefinite)

Table I Activity Summary (\$ 000s).

Activity Components	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Resource Development, Protection, & Management	7,274	7,499	0	0	7,599	100
Conveyance or Acquisition of Public Land	5	5	0	0	5	0
Cadastral Survey	1	1	0	0	1	0
Activity Total	7,280	7,505	100	0	7,605	100

◆Authorization◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1721, 1737) provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance or acquisition of public lands (including omitted lands or islands) to States, their political subdivisions or individuals; and 3) conducting cadastral surveys; provided that estimated costs are paid prior to project initiation.

◆1995 Program◆

The Land and Resource Management Trust Fund program provides for resource development, protection and management efforts through the use of money and services contributed to the BLM from non-Federal sources and to conduct authorized activities for which funds may be contributed to BLM.

This program provides for performance of certain conservation practices, and administrative actions by the BLM, financed by contributions and donations of money from private individuals, companies, user organizations, state government agencies, and other non-Federal entities.

Contributions must be received and deposited with the BLM before work begins on a project, and any monies remaining after completion of the project are returned to the contributor if the contributor so desires. In recent years, contributions for resource development, protection and management have included such diverse projects as: improvement and development of boat ramps and waterway access, wildlife research and habitat improvements, off-highway vehicle (OHV) projects, recreation area maintenance, and protection of endangered species.

The 1995 Budget Request for the Land and Resource Management Trust Fund is \$7,605,000.

Resource Development, Protection, & Management

Included in the 1995 program are estimated contributions from the State of California Off-Highway Vehicle license ("green sticker") fund, used by BLM for the development, maintenance and operation of benefitting projects on BLM-administered Public Lands in the State of California. Beginning in 1991, the program also includes funds contributed by State government wildlife agencies under the provisions of the Sikes Act and used by BLM for conservation, restoration and management and improvement of wildlife species and their habitat.

There is an expectation that the amount of contributions received by the BLM will continue to grow at the current rate. With the BLM's emphasis on increasing private sector partnerships and contributions, there has been an upward trend in contributed funds received over the past several years. Additional contributions are expected for general resource development projects under the authority of FLPMA, California Off-Highway Vehicle (OHV) projects, and Sikes Act wildlife habitat improvement projects in New Mexico.

Examples of projects which may be funded include: environmental education efforts including contributions toward BLM's "Heritage Education" initiative; field inventories and research; operation and maintenance of facilities used by OHV enthusiasts; private sector participation in BLM's "Back Country Byways" program; preparation and distribution of information on OHV closures and safety; erosion control and watershed improvements; installation of barriers and signs to protect fragile areas; development of water sources for wildlife; vegetation manipulation to improve wildlife habitat; and many others.

Conveyance or Acquisition of Public Lands

This activity component authorizes BLM to receive contributed funds for land and realty actions from non-Federal sources or applicants as agreed to through an established contribution agreement.

Cadastral Survey

This activity component authorizes BLM to receive contributed funds for surveys of omitted lands or for contributions for cadastral survey on Federally controlled or intermingled lands.

Justification of Program and Performance

Activity: Permanent Miscellaneous Trust Funds

Table II Activity Summary (\$ 000s).

Activity Components	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Taylor Grazing Act Contributions	1,175	1,100	0	0	1,100	0
Public Surveys	411	500	0	0	500	0
Alaska Townsite	1	1	0	0	1	0
Activity Total	1,587	1,601	0	0	1,601	0

❖Authorization❖

Acceptance of contributions for rangeland improvements is authorized by the *Taylor Grazing Act* (43 U.S.C. 315h and 315i).

Acceptance of contributions for public surveys is authorized by 43 U.S.C. 759, 761, and 31 U.S.C. 1321(a).

Act of March 3, 1891, Section 11, provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA.

The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA.

❖1995 Program❖

Taylor Grazing Act Contributions

These contributions are permanently appropriated as trust funds to the Secretary for rangeland improvements efforts as specified by the Act.

Public Surveys Contributions

These contributions are permanently appropriated as trust funds to the Secretary for cadastral survey as specified by the Acts.

Alaska Townsite

These contribution are provide for the sale of town lots to non-Native Alaskans. These trust funds provide for survey and deed recordation of town lots occupied prior to passage of FLPMA. Alaska town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.)

Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, town lot sales in this appropriation is extremely low. Anticipated levels for the Alaska townsite trust funds are estimated to be \$1,000. The FY 1995 Budget request for the permanent Trust funds are \$1,601,000. There is no change in the level of these contributions anticipated for FY 1995.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code: 14-9971-0-7-302	1993 actual	1994 enacted	1995 estimate
Personnel compensation:			
11.1 Full-time permanent.....	2,619	2,644	2,593
11.3 Other than full-time permanent.....	420	424	416
11.5 Other personnel compensation.....	182	184	180
11.8 Special personal services payments.....	---	---	---
11.9 Total personnel compensation.....	3,221	3,252	3,189
12.1 Civilian personnel benefits.....	643	650	650
21.0 Travel and transportation of persons.....	216	220	220
22.0 Transportation of things.....	180	180	180
23.2 Rental payments to others.....	21	21	21
23.3 Communications, utilities, and miscellaneous charges.....	97	100	100
24.0 Printing and reproduction.....	76	75	75
25.2 Other services.....	1,891	2,358	2,521
26.0 Supplies and materials.....	839	970	970
31.0 Equipment.....	267	300	300
32.0 Land and structures.....	983	980	980
99.9 Total obligations.....	8,434	9,106	9,206

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9971-0-7-302	1993 actual	1994 enacted	1995 estimate
Program by activities:			
00.01 Land and resource management trust fund.....	8,433	9,105	9,205
00.03 Miscellaneous Trust Funds.....	1	1	1
10.00 Total obligations.....	8,434	9,106	9,206
Financing:			
17.00 Recovery of prior year obligations.....	(63)	---	---
21.40 Unobligated balance available, start of year.....	(5,609)	(6,105)	(6,105)
24.40 Unobligated balance available, end of year.....	6,105	6,105	6,105
39.00 Budget authority.....	8,867	9,106	9,206
40.05 Appropriation (indefinite).....	7,280	7,505	7,605
60.05 Appropriation (indefinite).....	1,587	1,601	1,601
Relation of obligations to outlays:			
71.00 Total obligations.....	8,434	9,106	9,206
72.40 Obligated balance, start of year.....	1,690	1,390	1,390
74.40 Obligated balance, end of year.....	(1,390)	(1,390)	(1,390)
78.00 Adjustments in unexpired accounts.....	(63)	---	---
90.00 Outlays.....	8,671	9,106	9,206

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Miscellaneous Trust Funds

Identification codes 14-9971-0-7-302	1994 Enacted		Uncontrollable & Related Changes		Programmatic Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Personnel compensation:								
11.1 Full-time permanent.....		2,644				-51		2,593
11.3 Other than full-time permanent.....		424				-8		416
11.5 Other personnel compensation.....		184				-4		180
11.8 Special personnel services payments.....		---						---
11.9 Total personnel compensation.....	77	3,252		0		(63)	77	3,189
12.1 Civilian personnel benefits.....		650						650
21.0 Travel and transportation of persons.....		220						220
22.0 Transportation of things.....		180						180
23.2 Rental payments to others.....		21						21
23.3 Communications, utilities, and miscellaneous charges.....		100						100
24.0 Printing and reproduction.....		75						75
25.2 Other services.....		2,358				163		2,521
26.0 Supplies and materials.....		970						970
31.0 Equipment.....		300						300
32.0 Land and structures.....		980						980
99.9 Total obligations.....	77	9,106		0		100	77	9,206

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code: 14-9971-0-7-302	1993 actual	1994 enacted	1995 estimate
Total compensable workyears:			
Full-time equivalent employment.....	77	77	77
Full-time equivalent of overtime and holiday hours.....	5	5	5

Bureau of Land Management General Statement

Introduction

The following presentation includes two of BLM's most significant operating accounts (the Management of Lands and Resources appropriation and the Oregon and California Grant Lands appropriation) as they would appear under the new budget structure if they were not combined.

Budget restructuring as proposed by the BLM consolidates these two existing appropriations with the Construction and Access appropriation into one main operating account entitled Management of Public Lands and Resources. However, in order to provide a clear understanding of the effects of budget restructuring on the programs in each of the existing appropriations, they are being presented separately.

Please keep in mind that other accounts or appropriations are not included in this section because they would not be significantly changed in the method of presentation from that shown in the main body of this budget justification.

◆The BLM Mission◆

The BLM is responsible for managing, protecting, and improving the 270 million acres of the Public Lands in a manner to serve the needs of the American people. Management is based on the principles of *multiple-use* and sustained yield of our Nation's resources within a framework of environmental responsibility and scientific technology. BLM also emphasizes conservation, protection, and appropriate development and use of these resources, to achieve the optimum combination of diverse uses which considers long-term needs of future generations for an ecologically sound environment and a strong economy.

BLM is responsible for carrying out the full range of programs for the conservation, management, development, and protection of both surface and

mineral resources on approximately 270 million acres of the Public Land located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. BLM also administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other Federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

In concert with BLM's goals for multiple-use and sustained yield management, other BLM goals include the following: improving resource conditions and preventing environmental degradation; developing partnerships to share financial responsibility and provide additional expertise for the sound management of natural resources; strengthening research, scientific and technical development efforts; employing a diverse workforce and supporting its professional development; and fostering a service ethic that is responsive to the public and meets the needs for public participation and information sharing about management of the Public Land.

◆Future Direction for the Nation's Public Land◆

Because of such factors as the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic picture of the western States, the national Public Land managed by BLM is rapidly being discovered by more people, becoming increasingly visible on a national level, and is being subjected to more intensive use pressures and conflicts. Due to these factors, the demands on and expectations for public land management are changing.



BLM is responsible for assessing the sustained viability of the resource values and ecosystems and for managing the use of the Public Land in a manner that is both ecologically sustainable and in the long-term interests of the American taxpayer. BLM is responsible for accomplishing this mission in a dynamic atmosphere of renewal and innovation. Our customer's expectations are changing and our understandings of how ecosystems function are changing. To play an effective role in the future, BLM must adapt to these new circumstances.

To adapt to these changing expectations and to effectively manage the process of change, the BLM will be emphasizing improvements to existing management policies, procedures and practices in five crucial areas:

- ① revise our existing resource inventory, planning and monitoring procedures to improve our ability to manage the Public Land in an ecologically sustainable manner;
- ② expand our traditional relationship with Western communities to help them anticipate and adjust to changing social, economic, and environmental conditions;
- ③ re-engineer our permitting and authorization procedures to improve service to current and future Public Land users and to protect the interests of the American taxpayer;
- ④ re-engineer our business practices to free up additional resources for mission-related operations, to improve our ability to meet new legal mandates to adjust to new demands on the Public Land and to achieve an agency that works better and costs less; and,
- ⑤ expand the skills mix in our workforce to improve our ability to manage resources on an ecosystem basis and to work with more culturally diverse Public Land users.

A key element in implementing these improvements is the BLM's capability to manage these lands and resources adequately, both now and in the future. This means that BLM's programs must be funded at levels which will achieve balanced

on-the-ground management, resource analyses, decision-making, and use supervision for the many resources on and under the Public Land.

BLM is continuing to move to an ecosystem management process which is centered around managing ecological systems rather than individual resource components while recognizing that humans and their social, economic and cultural needs are integral factors of natural systems.

The process of ecosystem management in BLM is governed by the principles of restoring, maintaining, and sustaining ecosystems; maintaining landscape functions; increasing partnerships and cooperative management; improving scientific decision making; integrating data and data applications; utilizing interdisciplinary approaches; managing at various scales as appropriate; and reconnecting portions of the natural landscape that have been managed separately in the past.

To carry this forward, BLM managers will use a more integrated and coordinated approach for planning and implementing resource management actions. Rather than addressing each natural resource need independently, BLM plans and actions will focus on addressing the functioning of natural systems as influenced by all affected natural resource, social, and economic needs and their inter-relationships for a given piece of geography, at the appropriate scale (e.g., region, landscape, local ecosystem, watershed, etc.) for planning or action. Interested parties and the public will continue to be invited to participate from the initial planning stages through implementation.

❖Budget Request Overview❖

The total 1995 Budget level for the BLM is estimated at \$1,208,542,000, an increase of \$43,247,000 from the 1994 level. The 1995 President's Budget includes \$1,119,978,000 requested for Current Budget Authority, an increase of \$47,090,000 from the 1994 Enacted to Date Appropriations Level. For Permanent



Budget Authority, the 1995 Estimate is \$88,564,000, a decrease of \$3,843,000 from the 1994 Estimated amount.

The BLM Budget request will support a total of 11,796 Budgeted FTE in 1995, a decrease of 167 FTE from the 1994 Budgeted level. Of this total, the actual number of FTE used by the BLM in 1995 would be 10,786 FTE, a decrease of 133 from BLM's estimated 1994 FTE utilization. The difference is accounted for by Budgeted FTE in BLM's accounts which support other bureaus, such as in the Fire Programs and allocations received from other agencies.

♦Major Program Initiatives♦

Presidential and Secretarial Initiatives

The Investment in Natural Resources Initiative

The American people have long had a long-term investment in the resources managed by the Department. To ensure that the Nation's investment in the natural resources is cultivated to guarantee environmental, recreational, cultural, and economic benefits for the American people, the 1995 Budget Request includes an increase of \$18,860,000 for the Pacific Northwest Forest Plan and \$16,961,000 for other priority investments in natural resource programs that manage rangeland, forests, and riparian areas; fish and wildlife resources, including threatened and endangered species; and, recreation, cultural, and wilderness resources. A significant portion of this increase will be devoted to supporting Rangeland Reform.

Rangeland Reform

The Department is working with Congress, western governors, the livestock industry, environmental groups, and other interested parties on this issue. The Secretary has been listening to the concerns raised by interested parties at a series of roundtables and town meetings conduct-

ed throughout the West in recent months. The Department will propose grazing regulations the end of February; they will become final in the fall. The 1995 Budget Request includes a \$14.5 million increase to support range reform efforts. The increase will be used for allotment evaluations and categorizations; development of standards and guidelines; ecosystem planning; and expanded allotment monitoring, among others. As a place holder, receipt assumptions in this budget request are based on an increased grazing fee to be phased in over three years until it reaches \$4.28 per Animal Unit Month (AUM). For 1995, the fee will be \$2.76 per AUM.

Mining Reform

The Department is committed to working with the Congress to achieve comprehensive reform of the 1872 Mining Law. As a place holder, and for the purpose of estimating receipts, the 1995 budget assumes an 8 percent royalty on hard-rock minerals as proposed in H.R. 322 and permanent mine claim maintenance fees. The budget assumes a \$100 annual fee for established claims and a \$200 annual fee for new claims, plus a one-time \$25 location fee at the time of filing. An increase of \$12.4 million—funded from mine claim maintenance fees—will allow BLM to enhance on-the-ground activities such as inspection and enforcement of mining operations, including those using cyanide. The additional funding will also be used for implementing the assumed mining reform legislation.

The President's Forest Plan

The President convened the Forest Conference on April 2, 1993 in Portland, Oregon. The Conference focused on how public forest lands should be managed to recognize the need to protect and preserve old growth forests, fish, wildlife, and water as well as the needs of the workers, businesses, and communities dependent on timber sales. Nearly 90 percent of the region's old growth forests have already been logged. An estimated 8 to 9 million acres of old growth



forest remain today; most remaining old growth forest is on Federal lands.

The President released his *Forest Plan for a Sustainable Economy and Sustainable Environment* on July 1, 1993. The Forest Plan is a comprehensive and innovative blueprint for forest management, economic development, and agency coordination in the Pacific Northwest and Northern California. The Plan is based on Option 9 of the Forest Ecosystem Management Assessment Team (FEMAT) report. The Plan focuses on key watersheds and a comprehensive system of old growth reserves to protect old growth ecosystems. The Department of the Interior actively worked with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents to develop the Forest Plan.

The Department's 1995 budget supports the Plan with a commitment of \$71,391,000 of which \$41,160,000 is provided by the BLM. Funding for *Jobs in the Woods* ecosystem restoration projects will provide employment opportunities in riparian projects, road closures, and other improvements. Implementation of Option 9 of the Plan includes watershed assessments, planning, and monitoring, as well as ongoing research. Supporting the Plan is a proposal to harvest the identified allowable backlog of approved annual cuts on Indian Reservations.

As part of the *Forest Plan*, the BLM will be engaged in coordinated, inter-agency work with the Forest Service, National Biological Survey, and the Fish and Wildlife Service, reflecting the Secretary's emphasis on better science and endangered species protection.

Major Bureau Initiatives

The 1995 Budget Request maintains the funding increases provided in 1994 for high priority initiatives within the overall funding level.

The BLM's 1995 reductions in FTE (-\$4.8 million) and administrative costs (-\$5.0 million), required by Executive order, have been targeted at lower priority subactivities. The current programs and activities were reviewed and administrative improvements will be implemented in 1995 as a result of BLM's continuing reviews, internal evaluations, and the National Performance Review. BLM is committed to reducing redundant and unnecessary overhead and layers of review so that fiscal resources are used in an efficient manner and are devoted as much as possible to on-the-ground management and personnel.

The BLM will be an important player in *Meeting Public Recreational Needs* of the changing West. As use of public lands shifts from traditional uses to other new uses, BLM must be in a position to manage this growth, and assist in reducing use pressures on national parks and monuments. To support this effort, an increase of \$500,000 is

Table I DOI Forest Plan Funding, FY 1995.

(\$ 000)	1994 Enacted	1995 Request	1995 Increase
<i>Jobs in the Woods</i>			
Bureau of Land Management	5,000	17,000	12,000
Fish and Wildlife Service	1,000	10,000	9,000
Bureau of Indian Affairs	1,000	3,000	2,000
subtotal	7,000	30,000	23,000
<i>Forest Plan Implementation</i>			
Bureau of Land Management	17,300	24,160	6,860
Fish and Wildlife Service	0	11,250	11,250
National Biological Survey	2,231	4,481	2,250
subtotal	19,531	39,891	20,360
BLA Timber Program	0	1,500	1,500
Total	26,531	71,391	44,860



requested in the MLR Recreation Resources subactivity. Also, a proposal will be developed to assure appropriation of half of recreation use fees back to the BLM.

Finally, a higher degree of emphasis and priority will be placed on *Investments in Personnel* to create and maintain a diverse workforce of well qualified personnel. If the Bureau is to successfully meet the challenges of the future, it must invest in its human as well as natural resources.

FTE Cost Reduction

As part of the Department of the Interior's share of the President's directive to reduce the Federal civilian workforce by 252,000 by the end of 1999, the President's Budget for BLM in 1995 includes a reduction of 167 FTE from the 1994 Enacted Level, excluding additional FTE associated with 1995 program increases. This FTE reduction from ongoing levels will result in a savings of \$4,876,000, which is shown as an uncontrollable decrease from the 1994 Enacted level.

Administrative Streamlining

The 1995 President's Budget includes reductions of \$5,000,000 associated with achieving the President's directive for administrative cost reduction and streamlining practices in BLM. These reductions are outlined in the following table.

To achieve the administrative reductions noted in the table, we anticipate that:

- ① simplifying the budget structure will reduce the amount of time spent—about 18%—by

Table II Administrative Cost Reductions (\$ 000)

Simplifying the budget structure and streamlining budget processes	-4,000
Acquisition of ADP equipment	-1,000
Total	-5,000

budget analysts and other non-budget staff spent in monitoring and tracking numerous "small pots" of program-specific dollars;

- ② streamlining budget processes will change the focus to address larger-scale, integrated resource management issues in budget processes and,
- ③ a reduction in purchases of computers and related ADP equipment will be able to be made because the ALMRS project will continue to fund the purchase of needed ADP equipment thereby eliminating most needs for non-UNIX equipment which, in the past, was paid for from program funds.

Consistent with recommendations outlined in the National Performance Review (NPR) and the Department, BLM will realized savings as a result of the consolidation of certain administrative functions such as personnel and equal employment opportunity activities at the Department level. This will result in an improved and less costly approach to commonly needed services throughout the Department. The 1995 Budget assumes that the Departmental Working Capital Fund will be paid for providing Human Resources Management services to BLM from funds within BLM (\$5,294,000). It also assumes that BLM will pay the Bureau of Reclamation's Administrative Service Center an estimated \$1,439,000 for personnel processing costs. These increased costs would be offset by reductions in BLM's direct program costs for maintaining our own internal BLM personnel function.

Other NPR Related Activities

BLM is aggressively supporting the NPR goals of "creating a government that works better and costs less." We are engaged in a number of Departmental initiatives to reduce FTE and unnecessary administrative overhead costs. For example, the Department of the Interior is proposing a reorganization of Human Resource Management support functions at the Department level. This will reduce individual bureau FTE and save money that can be devoted to achieving the Bureau's on-the-ground mission.



In 1994, BLM shifted both funding and staffing to the newly established National Biological Survey. The function of this new organization is to provide better science to the Interior bureaus. Providing sound, consistent, objective science to each of the bureau's should improve the soundness of management decisions across bureau boundaries.

BLM has proposed two other NPR identified initiatives: a budget re-structuring proposal, and the development of performance measures. Performance measures will help BLM managers make more effective management decisions by evaluating annual progress against achieving BLM's mission and goals. The proposed new budget structure will help us be more cost-efficient by providing our field managers the ability to be more responsive to on-the-ground conditions and to assure that funds are being targeted towards the highest priority work.

BLM has been involved with re-engineering its processes and procedures for the last 2 years in an effort to meet the public demand for a more efficient government. In addition to the topics covered above, BLM is in the process of streamlining our internal organization to put more resources and staffing expertise into on-the-ground resource management. Part of this effort has involved shifting the responsibilities of program leaders away from administrative functions and budget tracking, towards more technical resource management issues. This change has improved staff morale and has required managers rather than program specialists to play a more active role in setting the annual funding priorities.

◆New BLM Budget Structure◆

The BLM is committed to managing change effectively in a constrained budget environment. To do this, a re-engineering of our business practices to free up additional resources for on-the-ground management is necessary. After several years of study, with input by both staff

and field managers, our current budget structure was identified as one of the main areas for improvement. While in the past this structure has served the BLM well, it has evolved and been influenced by changes in legislation, individual program emphasis, and other technical requirements. It can be best described as primarily a "program" driven structure.

The BLM has identified four areas of concern with the existing budget structure:

- ❶ because of its complexity, it is too costly to administer;
- ❷ it is not responsive enough to allow meeting rapidly changing demands;
- ❸ it has too many individual pots of money; and,
- ❹ it focuses too much on individual programs at the expense of the larger, more significant, interrelated resource management issues.

These four areas do not facilitate management of change or an integrated and coordinated approach to resource management. In fact, they serve to obstruct it. On-the-ground managers are finding that it is becoming increasingly difficult to synchronize all the different pots of money to achieve effective on-the-ground management.

To achieve reductions in overhead and the benefits described below, the BLM is proposing a major change to the budget structure to simplify it and reduce the number of accounts and budget line items.

Benefits

Specific to On-The-Ground Managers

BLM's proposal will improve a manager's ability to:

- ❶ reduce the amount of time and effort devoted to budget tracking and monitoring and increase time available for on-the-ground activities;



- address rapidly changing program needs without unnecessary constraints from a budget structure;
- support implementation of ecosystem management concepts;
- move toward the objectives of performance-based accountability; and,
- empower employees by removing funding distinctions that are sometimes perceived as artificial.

Additional Bureauwide Benefits

In addition, on a BLM-wide basis, the revised structure will:

- simplify budget presentation and improve efficiency of budget planning and execution processes along with a reduction of costs;
- provide better information to allow reviewers (e.g., DOI, OMB, Hill committees and interest groups) to review budget requests and understand how funds will be used;
- encourage emphasizing outcomes rather than emphasizing funding inputs to programs;
- facilitate and quicken the change in philosophy from a "stovepipe," single program driven approach, to an integrated landscape management approach;
- help to assure that planned work is actually accomplished; and,
- provide a high degree of accountability.

Description of the Proposal

For presentation in these Justifications, the 3 major operating accounts (MLR, Construction and Access, and O&C) are maintained, but current activities/subactivities are grouped into six major activities described as follows:

- *Sustaining Resource Values*—provides for land use planning and analysis, and integrated management of upland resources, forest resources, riparian and aquatic resources, threatened and endangered species, recreation resources, cultural resources, and wilderness resources.

- *Sustaining Economic, Social, and Physical Uses*—provides response to public demands for use of and management of natural and physical resources in the context of sustainable development and interdisciplinary management by such subactivities as realty and ownership management—including easement acquisition, exchanges, and cadastral surveys, wild horse and burro care and placement, fluid minerals management, solid minerals management, facilities maintenance, natural resource law enforcement, hazardous materials management and recreation operations (fees).

- *Workforce and Organizational Support*—provides the Bureau-wide administrative infrastructure including management of information resources and automation, administrative support, and fixed costs. Administrative support and fixed costs are retained as separate subactivities—rather than prorating it back to the other subactivities—in order to satisfy continuing external data requests and to provide a consolidated picture of the majority of these costs).

- *Construction*—provides for the construction of buildings, recreational facilities, roads and trails.

- *ALMRS*—provides for the development and Bureau-wide implementation of the Automated Land and Mineral Record System. This activity will, in all likelihood, disappear after 1998 as the project is completed.

- *Mining Law Administration (from fees)*—which is a revenue-supported program outside of the discretionary spending caps.

BLM will work with Congress and constituent groups to ensure a smooth transition to the proposed budget structure. The outline of this new activity/subactivity structure is presented in the following table:



BLM's Proposed New Budget Structure

◆ = Appropriation; £ = Fund Control Level; ⇨ or ⇩ = Informational Item

◆ Management of Public Lands and Resources (No Year)¹◆
(Appropriation)

Activities

(Level of Fund Control)

Subactivities

(Information)

⇩ Sustaining Resource Values

- ⇩ Upland Resources
 - ⇩ Forest Resources
 - ⇨ Western Oregon
 - ⇨ Other Public Lands
 - ⇩ Riparian and Aquatic Resources
 - ⇩ Threatened and Endangered Species
 - ⇩ Wilderness Resources
 - ⇩ Recreation Resources
 - ⇩ Cultural Resources
 - ⇩ Resource Plans & Analysis

⇩ Sustaining Economic, Social & Physical Uses

- ⇩ Realty & Ownership Mgt.
- ⇩ Wild Horse & Burro Care & Placement
- ⇩ Fluid Minerals Management
- ⇩ Solid Minerals Mgt. (non-Mining Law)
- ⇩ Facilities Maintenance
- ⇩ Natural Resources Law Enforcement
- ⇩ Hazardous Materials Management
- ⇩ Recreation Operations (Fees)

⇩ Workforce and Organizational Support

- ⇩ IRM & Automation Management
- ⇩ Administrative Support
- ⇩ Fixed Costs

⇩ Construction

Project Line Item

⇩ ALMRS Project

—

⇩ Mining Law Admin (from Fees)

—

¹ Although not specifically shown above, this Appropriation would also include the following two minor activities. These are not generally considered a BLM-wide funding issue.

⇩ Emergency Damage Repair

⇩ Grasshopper & Mormon Cricket Control.



Another element of the proposal is to combine our current 3 major operating appropriations into one new operating account with no-year funding availability. Again, conditions have changed to where this is a feasible proposal. For example, related to the old "Oregon and California Grant Lands account":

Oregon and California Grant Lands (O&C)

① Circumstances have changed since the O&C appropriation was originally established:

- no longer receipt-based, which was the original reason for separate identity
- Has been a definite appropriation since 1982

② Emphasis in the Western Oregon program has shifted:

- away from single-focus timber management;
- toward multi-agency, multi-resource management no different from the Management of Lands and Resources Appropriation;
- Forest Plan implementation calls for greater cooperation and interdisciplinary activity on watershed analysis and ecosystem restoration;
- Construction program is small and essentially not different from other BLM construction;
- Many resource programs, such as riparian and aquatic management and maintenance, acquisition, and data systems programs are integral parts of larger Bureauwide efforts.

③ Western Oregon activities will continue to be highlighted:

- Separate "Western Oregon" line item in the "Forest Resources" subactivity still allows specific focus to this area;
- Construction projects included in the "Construction" activity will continue to be identified by project;
- Western Oregon program will continue to be readily identifiable with the Oregon State Office (no organizational change is contemplated); and,
- Simplification of "fund control" levels will allow on-the-ground managers to use their funds more effectively.

④ The BLM "O&C" appropriation account does not affect any payments of shared revenues to the O&C counties. Western Oregon counties will continue to receive their payments as in the past without change as specified in the *Omnibus Budget Reconciliation Act of 1993*.

Funding Cross-Walk Information

In order to facilitate the transition from the previous budget structure to the proposed new structure, two detailed funding cross-walk tables—an intermediate and a full—have been prepared. Each of these tables is identical in structure and format, and illustrates the new structure and either the entire old subactivity or portions of the old subactivity which are being included in the new subactivity.

Intermediate Structure

This intermediate structure differs from the proposal only by keeping the 3 existing appropriations—MLR, O&C, and Construction and Access—separate in presentation as requested by the committees. However, each of these appropriations will reflect the new structure internally in the presentation. In order to facilitate use of this document, in each of the affected Appropriations, applicable portions of the *intermediate* cross-walk table will be reproduced. Numbers from that table will be subsequently used in the narratives that follow.

Full Structure

The "Full" structure cross-walk table is located on the following pages. This represents the merger of the old MLR, O&C, and Construction and Access appropriations into a single new account.



BLM Full Crosswalk Table

Full Crosswalk Table		1994 Enacted To Date (\$000s)	1994 Subtotals (\$000s)	1995 Program Changes	1995 Total Uncontrols	1995 Budget Request (\$000s)	Subtotals (\$000s)	Difference 1995-1994 (\$000s)
New Subactivities	Old Subactivity or Portions Thereof							
Sustaining Resource Values								
Upland Resources			\$80,296				\$93,881	\$13,585
	Range Management, PD (non-riparian)	\$44,249		\$7,500	\$320	\$52,069		
	Range Management, O&C (non-riparian)	\$475		\$0	\$3	\$478		
	Wildlife, Non-T&E, PD	\$15,463		\$2,650	\$80	\$18,193		
	Wild Horses & Burros (non-adoption)	\$5,503		\$500	\$16	\$9,019		
	Soil, Air, Water, PD (watershed/salinity)	\$11,006		\$2,430	\$86	\$14,122		
Forest Resources			\$68,453				\$74,041	\$5,588
	Forest Management, PD	\$7,007		\$0	(\$228)	\$6,779		
	Forest Management, O&C	\$20,065		\$1,000	(\$196)	\$20,869		
	Reforest & Devl, O&C	\$22,939		\$0	\$97	\$23,036		
	Wildlife, Non-T&E, PD	\$1,700		\$0	\$20	\$1,720		
	Wildlife, Non-T&E, O&C	\$5,487		\$2,430	\$11	\$7,928		
	Soil, Air, Water, O&C	\$10,505		\$2,430	\$20	\$12,955		
	Soil, Water, Air, PD (Watershed)	\$750		\$0	\$4	\$754		
Riparian and Aquatic Resources			\$18,643				\$20,784	\$1,891
	Wildlife (Riparian/Fisheries), PD, Non-T&E	\$12,837		\$800	\$50	\$13,687		
	Range Management, (Riparian), PD	\$2,500		\$500	\$27	\$3,027		
	Range Management, (Riparian), O&C	\$66		\$0	\$0	\$66		
	Soil, Water, Air, PD (Riparian)	\$3,440		\$500	\$14	\$3,954		
Threatened and Endangered Species			\$26,531				\$31,030	\$4,499
	Wildlife, T&E, PD	\$17,531		\$500	\$82	\$18,113		
	Wildlife, T&E, O&C	\$9,000		\$3,800	\$117	\$12,917		
Recreation Resources			\$28,002				\$30,069	\$1,167
	Recreation Resources Management, PD	\$25,104		\$500	\$167	\$25,761		
	Recreation Management, O&C	\$3,798		\$500	\$10	\$4,308		
Cultural Resources			\$11,801				\$11,982	\$181
	Cultural Resources Management	\$11,801		\$130	\$51	\$11,982		
Wilderness Resources			\$12,998				\$13,443	\$445
	Wilderness Management	\$12,998		\$380	\$65	\$13,443		
Resource Plans & Analysis			\$11,136				\$10,886	(\$250)
	Resource Management, Planning, PD	\$9,834		\$0	(\$256)	\$9,578		
	Resource Management, Planning, O&C	\$1,302		\$0	\$6	\$1,308		

BLM Full Crosswalk Table

Full Crosswalk Table		1994 Enacted To Date (\$000s)	1994 Subtotals (\$000s)	1995 Program Changes	1995 Total Uncontrols	1995 Budget Request (\$000s)	Subtotals 1995-1994 (\$000s)	Difference 1995-1994 (\$000s)
New Subactivities		Old Subactivity or Portions Thereof						
Sustaining Economic, Social, Physical Uses								
<i>Realty & Ownership Management.</i>			\$78,111				\$78,325	(\$2,786)
	Cadastral Survey, AK	\$18,213		(\$2,000)	(\$934)	\$15,279		
	Cadastral Survey, PD	\$12,283		\$0	(\$816)	\$11,467		
	Lands & Realty Management, PD	\$28,159		\$1,150	\$185	\$29,494		
	Alaska Lands	\$14,772		(\$250)	\$108	\$14,630		
	Access, PD	\$1,367		\$0	(\$241)	\$1,126		
	Access Acquisition, O&C	\$317		\$0	\$1	\$318		
	Soil, Water, Air, (water rights)	\$3,000		\$0	\$10	\$3,010		
<i>Fluid Minerals Management.</i>			\$55,408				\$54,337	(\$1,071)
	Oil and Gas	\$52,908		\$0	(\$421)	\$52,487		
	Other Mineral Resources (Leasable fluids)	\$2,500		(\$500)	(\$150)	\$1,850		
<i>Solid Minerals Management.</i>			\$16,468				\$14,142	(\$1,326)
	Coal	\$8,431		(\$250)	(\$547)	\$7,634		
	Other Mineral Resources (Leasable Solids, Saleable Minerals)	\$7,037		(\$250)	(\$279)	\$6,508		
<i>Wild Horse and Burro Care and Placement</i>			\$8,200				\$8,215	\$15
	Wild Horse & Burro (Adoptions)	\$8,200		\$0	\$15	\$8,215		
<i>Facilities Maintenance</i>			\$42,676				\$48,342	\$5,666
	Facilities Maintenance, PD	\$32,809		\$500	(\$379)	\$32,930		
	Facilities Maintenance, O&C	\$3,056		\$500	\$15	\$3,571		
	Transportation Sys. Maintenance, O&C	\$6,811		\$5,000	\$30	\$11,841		
<i>Natural Resources Law Enforcement</i>			\$10,136				\$10,221	\$85
	Resource Protection & Law Enforcement	\$10,136		\$0	\$85	\$10,221		
<i>Hazardous Materials Management</i>			\$19,954				\$18,202	(\$1,752)
	Hazardous Materials Management	\$19,954		(\$1,012)	(\$740)	\$18,202		
<i>Recreation Operations (Fees)</i>			\$1,462				\$1,462	\$0
	Recreation Operations (Fees)	\$1,462		\$0	\$0	\$1,462		

BLM Full Crosswalk Table

Full Crosswalk Table		1994 Enacted To Date (\$000s)	1994 Subtotals (\$000s)	1995 Program Changes	1995 Total Uncontrols	1995 Budget Request (\$000s)	Subtotals (\$000s)	Difference 1995-1994 (\$000s)
New Subactivities	Old Subactivity or Portions Thereof							
Workforce and Organizational Support								
<i>IRM & Automation Management</i>			\$23,608				\$18,609	(\$5,099)
	Information Systems O&M, PD	\$15,597		\$254	\$106	\$15,957		
	Data Systems O&M, O&C	\$2,435		\$0	\$1	\$2,436		
	Resource Data Acquisition, O&C	\$215		\$0	\$1	\$216		
	Resource Data Acquisition, PD	\$5,451		(\$5,451)	\$0	\$0		
<i>Administrative Support</i>			\$47,591				\$46,692	(\$899)
	General Administration	\$43,249		(\$90)	(\$888)	\$42,301		
	EEO	\$2,046		\$0	\$34	\$2,080		
	Aviation Management	\$1,396		\$0	\$16	\$1,411		
<i>Fixed Costs</i>			\$56,618				\$56,609	\$2,953
	Fixed Costs	\$56,618		\$0	\$2,893	\$59,509		
Construction								
<i>Construction</i>			\$9,681				\$9,682	(\$3,099)
	Construction, PD	\$9,100		\$2,800	(\$9,091)	\$2,800		
	Construction, O&C	\$581		\$3,200	(\$8)	\$3,773		
ALMRS								
<i>ALMRS</i>			\$69,418				\$69,442	\$24
	ALMRS	\$69,418		\$0	\$24	\$69,442		
Totals		\$697,379	\$697,379	\$30,181	(\$10,413)	\$717,147	\$717,147	\$10,768



◆1995 Program Changes◆

Management of Lands and Resources

Sustaining Resource Values

This activity would be one of BLM's largest budget activities, provides funding for the majority of the BLM's natural resources management, and operational activities on the Public Land. The 1995 President's Budget Request for MLR Sustaining Resource Values is \$202,201,000, an increase of \$16,878,000 over the 1994 Enacted to Date Level. If the O&C portion was included, the activity would total \$286,067,000, an increase of \$27,107,000. Included in the MLR increase from 1994 is a net increase of \$488,000 as a result of uncontrollable changes from the 1994 level in 1995; and program increases totalling \$16,390,000 primarily for *Rangeland Reform* and *Meeting Public Recreational Needs*. The following major program changes are recommended in the 1995 President's Budget for this activity:

Upland Resources – The subactivity is budgeted at \$93,403,000, an increase of \$13,582,000 over the 1994 Enacted Level. Program increases of \$13,080,000 will be directed toward the following initiatives under the broad effort known as *Rangeland Reform*:

Additional monitoring studies will be conducted to allow resource objectives to be established and activity plans to be prepared. These studies will also allow grazing decisions to be timely issued. Additional rangeland improvement projects such as fencing, water developments, land treatments and noxious weed control efforts will all promote resource condition improvement.

Funding will continue for the management of wild horses and burros on Public Lands consistent with the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. Additional monitoring and inventory will be completed to support the establishment of appropriate manage-

ment levels (AMLs) and the preparation of herd management areal plans. Also, increased adoption and removal efforts will be implemented to support of the goal of achieving the AML by 1998. A program increase is provided for the *Watchable Wildlife* initiative.

Forest Resources – The 1995 Budget Request for Forest Resources (outside of Western Oregon) is \$9,253,000, a decrease of \$204,000 from the 1994 Enacted Level, for uncontrollable costs.

Riparian and Aquatic Resources – The 1995 Budget Request for Riparian and Aquatic Resources is \$20,668,000, an increase of \$1,891,000 over the 1994 Enacted Level, with program increases of \$1,500,000 in *Rangeland Reform*, and \$300,000 for advancing the BLM's *Riparian-Wetland Initiative for the 1990's*.

Threatened and Endangered Species – The 1995 Budget Request for Threatened and Endangered Species is \$18,113,000, a \$582,000 increase over the 1994 Enacted Level, for activities which would preclude additional species listings and to continue anadromous fisheries habitat improvement in the Columbia-Snake River basins.

Recreation Resources – The 1995 Budget Request for Recreation Resources is \$25,761,000, a \$657,000 increase over the 1994 Enacted Level. Priorities include providing visitor services and increasing environmental protection in association with increased public use.

Cultural Resources – The 1995 Budget Request is \$11,982,000, an increase of \$181,000 which will support a Department-wide effort to improve coordination on Native American initiatives and issues including the *Native American Graves Protection and Repatriation Act of 1990*.

Wilderness Resources – The 1995 request for Wilderness Resources is \$13,443,000, which represents an increase of \$445,000 over the 1994 Enacted Level. The proposed program increase of \$380,000 furthers implementation of actions



necessary to maintain wilderness values while permitting compatible uses of other resources within Wilderness Study Areas. Increased funds will enable the BLM to increase surveillance of critical Wilderness Study Areas on a greater than once a month basis. The 1995 program also includes funding increases to improve wilderness management programs in some of BLM's 67 designated Wilderness Areas.

Resource Plans and Analysis - The 1995 Budget Request for Resource Plans and Analysis is \$9,578,000, a decrease of \$256,000 for uncontrollable changes.

Sustaining Economic, Social and Physical Uses

This activity has a total Budget Request in MLR of \$213,390,000, a decrease of \$6,474,000 from the 1994 Enacted level. If the O&C portion and Access Management (from Construction and Access) were included, the activity would be at \$230,256,000, a decrease of \$1,205,000 from the 1994 Enacted level. In the MLR portion, the requests for each subactivity are as follows:

Realty and Ownership Management - The 1995 Budget Request is for \$73,880,000, a decrease of \$2,547,000 from the 1994 Enacted Level. The programmatic decrease of \$1,100,000 is primarily in the reduction of contract surveys in the cadastral survey program. This budget request includes funding for the Alaska lands program and support to land selection entitlement of the State of Alaska and Native Corporations and individuals. The BLM and Department plan to use land exchanges as a integral part of a Department-wide land and ecosystem management strategy.

Wild Horse and Burro Care and Placement - The 1995 Budget Request is \$8,215,000, a \$15,000 increase for uncontrollable costs. Emphasis will be placed on implementing the *Strategic Plan For Management of Wild Horses and Burros on Public Lands*.

Fluid Minerals Management - The 1995 Budget Request for Fluid Minerals Management is \$54,338,000, a decrease of \$1,070,000 from the 1994 Enacted Level, due to uncontrollable changes (-\$570,000) and a program change for phasing down the drainage review program as the case backlog has been significantly reduced (-\$500,000).

Solid Minerals Management - The 1995 Budget Request for Solid Minerals Management is \$14,142,000, a decrease of \$1,326,000 from the 1994 Enacted Level, with a program reduction of \$500,000 occurring in leasing of minerals other than coal.

Facilities Maintenance - The 1995 Budget Request is \$32,930,000, a net increase of \$121,000 over the 1994 Enacted Funding Level. The program increase of \$500,000 will be used to further reduce the backlog of corrective maintenance needs in BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems on the Public Land, and continue priority scheduled (recurring) maintenance for new and existing facilities.

Natural Resources Law Enforcement - The 1995 Budget Request is \$10,221,000, an increase for uncontrollable costs of \$85,000 from the 1994 Enacted Funding Level. The law enforcement program will concentrate on mission essential programs, such as environmental resource protection, assuring public health and safety, and drug control efforts that have direct impact on Public Land.

Hazardous Materials Management - The 1995 Request for Hazardous Materials Management is \$18,202,000, a decrease of \$1,752,000 from the 1994 Enacted Funding Level. The 1995 program decrease of \$1,012,000 is directly related to the establishment of the Central HAZMAT account and the transfer of cleanup efforts to that account.



Recreation Operations (Fees) - The 1995 Budget Request for Recreation Operations is \$1,462,000, the same as the 1994 Enacted Level to fund the operations and maintenance of recreation areas and facilities on Public Land. It is projected that \$3,500,000 in recreation use fees will be collected in 1994.

Workforce and Organizational Support

This activity includes the Bureauwide program support functions that allow the BLM to sustain ongoing operations. The request for 1995 is \$122,158,000, a decrease of \$3,097,000 from the 1994 Enacted level. The activity includes the following subactivities:

IRM and Automation Management - The 1995 Budget Request for IRM and Automation Management is \$15,957,000, a decrease of \$5,091,000 from the 1994 Enacted Level. A program decrease of \$5,451,000 is proposed due to a change in business practices from paper-based graphical displays to electronic digital display technology and efforts related to beginning the installation of Phase 1 of the ALMRS/Modernization project which improves the automated office environment for BLM.

Administrative Support - The 1995 Budget Request for Administrative Support is \$46,692,000, an \$899,000 decrease from the 1994 Enacted Level. This decrease is due to efficiencies realized as a result of administrative streamlining.

Fixed Costs - The 1995 Budget Request for Fixed Costs is \$59,509,000, a \$2,893,000 increase from the 1994 Enacted Level. Included are Bureauwide fixed costs such as space rental, reimbursement for unemployment compensation charges to the Department of Labor, etc. These increases are detailed in the appropriate *Justification of Uncontrollable and Related Costs* tables.

ALMRS

Modernization of the public land and mineral records through the **Automated Land and Mineral Records System (ALMRS)** will continue to be the main thrust of this program. Requested 1995 funding for ALMRS is \$69,442,000, an increase of \$24,000 for uncontrollable costs. In accordance with the ALMRS implementation schedule, the total funding level is necessary to acquire hardware, software and other support equipment to complete the move of BLM's administrative and management support software to more efficient and less costly to maintain computers as well as to prepare the BLM for the bureauwide implementation of the ALMRS system itself. The 1995 Budget level will be used to complete the acquisition and installation of the information highway under the contract which was awarded in April, 1993; with the balance being applied to collection of GCDB data, to continue quality improvements of other ALMRS data, and development of ALMRS software.

Mining Law Administration (from fees)

The total Mining Law Administration program level, funded from rental fee collections, is estimated to be \$27,650,000 in 1995. This represents an increase of \$12,350,000 over the 1994 Enacted Level. The increased funding (from mining claim annual maintenance fees) will allow BLM to respond to expected legislation to reform the mining law. Additional funds would also be used to enhance on the ground compliance activities such as inspection and enforcement of mining operations, including those using cyanide.

Fire Programs

The 1995 Budget Request includes \$236,644,000 for the Department of the Interior fire programs in the four land managing bureaus in the Department, an increase of \$2,827,000 over the 1994 Enacted Level.



For the **Wildland Fire Management** account, the 1995 Request is \$115,468,000, a \$1,675,000 decrease from the 1994 Enacted Level. This account covers the full range of non-emergency fire program costs for the predictable fire protection operations (preparedness and fire use and management), which must take place regardless of any given fire season.

For the **Department of the Interior Wildland Fire Operations** account, the 1995 Request is \$121,176,000, a \$4,502,000 increase from the 1994 Enacted Level. This account funds the firefighting program at the average annual level of the emergency firefighting expenditures for the 10-year period 1984-1993, adjusted for inflation.

DOI Central HAZMAT Account

The 1995 Budget Request for the new DOI Central HAZMAT account is \$14,050,000. Consolidating remediation funding for hazardous materials site cleanups in a single account will provide more effective oversight and priority setting on a Departmental level. Allocation or disbursement decisions and oversight of the Central HAZMAT Account will be made by the Deputy Assistant Secretaries Advisory Group. The Department's new hazardous waste site ranking system will be the basis for the Advisory Group's decisions. This process will ensure that the Department's remediation resources are directed to the highest priority sites first. Individual bureaus will maintain responsibility for identifying, contracting for, and managing remediation of their own specific hazardous waste sites. Management of the financial aspects of the account will be done by BLM.

Establishment of the Central HAZMAT Account is budget neutral in the sense that it is established in 1995 through offsetting reductions to bureau budgets.

Construction and Access

Construction – The 1995 Budget Request for construction is \$2,800,000 for construction of 11 projects outside of Western Oregon. The Construction program continues to support BLM's *Recreation 2000* strategy and to provide for the repair, and rehabilitation of the facilities on the Public Land. BLM construction projects are an integral part of the management of the Public Land in accomplishing goals, such as providing for the health and safety of users, prevention of resource damage, providing for the increased collection of recreation user fees, and maintenance of the infrastructure investment.

Access – The 1995 Budget Request for the Access and easement acquisition program is \$1,136,000, a decrease of \$231,000 from the 1994 Enacted level for uncontrollable costs. In the new budget structure, this program is proposed to become a part of the "Realty and Ownership Management" subactivity in the merged account.

Oregon and California (O&C) Grant Lands

The 1995 appropriation requested for BLM program operations in Western Oregon through the Oregon and California (O&C) Grant Lands account is \$106,021,000, an increase of \$18,969,000 over the 1994 Enacted Level. This increase will be used in support of the President's *Forest Plan*.

Within the 1995 Budget Request, the **Sustaining Resource Values** activity is funded at \$83,866,000, including a program increase of \$10,160,000. This increase is needed for implementation of the *President's Forest Plan* (see page 2 for additional details), implementing proposed new resource management plans with special emphasis on completion of the Designated Conservation Area Plans for the northern spotted owl, additional water quality, watershed, and riparian enhancement/rehabilitation projects, and implementation of various recreation projects and



ecosystem restoration projects under the "Jobs in the Woods" initiative.

The Sustaining Economic, Social, and Physical Uses activity is budgeted at \$15,730,000, including a \$5,500,000 program increase for "Jobs in the Woods" initiative projects, especially improved transportation systems condition. The increase will provide for maintenance improvements to reduce sedimentation and run-off from roads, the repair of unsafe bridges, the replacement and installation of culverts, and other improvements to road conditions, and closure and restoration of some unneeded roads.

The western Oregon Construction activity increase of \$3,200,000 is part of the "Jobs in the Woods" initiative, which supports the President's Forest Planning Strategy. Individual construction projects have been specifically identified and are geared towards preservation, protection, and enhancement of the social and economic aspects of the local ecosystems.

Land Acquisition

The 1995 Budget Request for Land Acquisition is \$21,173,000, a \$9,051,000 increase above the 1994 Enacted level. This reflects both a budget emphasis—by an increase of \$5,000,000—and policy emphasis to use more land exchanges, along with fee purchase, through the Land and Water Conservation Fund as the joint means for adjusting land ownership patterns and improving the manageability of Federal jurisdictions. There is also specific emphasis on acquisitions in support of ecosystem management and implementation of the BLM strategy plans, *Fish and Wildlife 2000*, *The Wetland-Riparian Initiative for the 1990s*, and *Recreation 2000*. The funding will be used to acquire 12 high priority projects in 6 states that meet these objectives. It also provides for some emergency and hardship acquisitions.

Payments in Lieu of Taxes (PILT)

The 1995 Budget Request for PILT is \$104,108,000, the same as the 1994 Enacted level. This level will provide nearly the full level of payments to counties and other eligible units of general local government as authorized under 31 U.S.C. 6901-6907.

Range Improvements

The 1995 Budget Request for Range Improvements is \$10,350,000, an increase of \$325,000 over the 1994 Enacted Level. The program emphasis will continue to be on the implementation of the highest priority projects and those that realize cross-program benefits.

Service Charges, Deposits and Forfeitures

The 1995 Budget Request for these functions is \$8,900,000, an increase of \$968,000 for uncontrollable costs. This account, established pursuant to the *Federal Land Policy and Management Act (FLPMA)* of 1976, provides management flexibility to BLM in responding to externally initiated applications and ensures the immediate availability of funds for public demand work, such as rights-of-way (ROW) processing, by authorizing deposits of money from the applicant, and making these funds available for use by BLM. In addition to ROW processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning with deposits received from timber contractors, and the costs of production, research time, and administrative services involved in providing copies of official public land records and documents requested by the public.



Miscellaneous Trust Funds

For ease of presentation, this account has been re-structured. The 1995 Budget Estimate for current trust funds is \$9,106,000, an increase of \$100,000 over the 1994 Estimate at the Enacted level. This account is derived from moneys contributed by private entities or non-Federal organizations for: (1) resource development, protection, and management; (2) conveyance and acquisition of public lands and Indian lands omitted in original surveys; and, (3) for cadastral surveys requested by individuals and surveys of omitted lands. Of the total, \$7,605,000 reflects current authority requiring congressional action in 1995, and \$1,601,000 is available automatically by permanent law.

Miscellaneous Permanent Payments

For ease of presentation, this account has been re-structured. The 1995 Budget Estimate for Miscellaneous Permanent Payments is \$82,213,000, a decrease of \$1,343,000. The majority of these appropriations provide for sharing of receipts collected from the sale, lease, or use of the Public Land and resources with States and Counties. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some

cases how the States and counties must use these funds. Several of the appropriations in this account provide permanent operating funds for BLM. For 1995, these are estimates to total \$4,750,000 for operating and maintenance of BLM quarters, Forest Ecosystem Health and Recovery activities, and expressed road maintenance.

Permanent appropriations are available automatically by operation of permanent laws and do not require annual appropriation action by Congress.

The comparison of appropriation amounts available between 1994 Enacted to Date and 1995 Request is shown in the following table:



Comparison of the 1995 Estimate with the 1994 Enacted Appropriation
(Dollars are in thousands)

Appropriation		1994 Enacted To Date	1995 Estimate	Inc.(+) or Dec.(-)
Management of Lands and Resources	\$	599,860	607,191	7,331
	FTE	7,951	7,764	(187)
Wildland Fire Management	\$	117,143	115,468	(1,675)
	FTE	2,028	1,964	(64)
DOI Wildland Fire Operations	\$	116,674	121,176	4,502
	FTE	0	0	0
Central HAZMAT	\$	0	14,050	14,050
	FTE	0	0	0
Construction and Access	\$	10,467	3,936	(6,531)
	FTE	42	31	(11)
Payments in Lieu of Taxes	\$	104,108	104,108	0
	FTE	3	3	0
Land Acquisition	\$	12,122	21,173	9,051
	FTE	35	78	43
Oregon and California Grant Lands	\$	87,052	106,021	18,969
	FTE	1,257	1,307	50
Range Improvements	\$	10,025	10,350	325
	FTE	105	105	0
Service Charges, Deposits, and Forfeitures (Indefinite)	\$	7,932	8,900	968
	FTE	101	101	0
Current Trust Funds	\$	7505	7605	100
	FTE	55	55	0
Total, Current Appropriations Requested	\$	1,072,888	1,119,978	47,090
	FTE	11,577	11,408	(169)
Permanent Operating Funds	\$	7,250	4,750	(2,500)
	FTE	51	51	0
Miscellaneous Permanent Payment Appropriations	\$	83,556	82,213	(1,343)
	FTE	0	0	0
Miscellaneous Trust Funds	\$	1,601	1,601	0
	FTE	22	22	0
Total, Permanents and Trusts	\$	92,407	88,564	(3,843)
	FTE	73	73	0
Reimbursements and Other Accounts	\$			0
	FTE	313	315	2
Budget Authority, (Net), Total BLM	\$	1,165,295	1,208,542	43,247
	FTE	11,963	11,796	(167)



Bureau of Land Management Headquarters and Field Organization

❖Organization❖

The programs and functions of the *Bureau of Land Management (BLM)* are carried out through the following major organizational components:

Headquarters Office

Consists of the *Director, Deputy Directors, Assistant Directors*, and the staff offices and divisions reporting to them (see organization chart) and provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Land and under other statutory authorities. The Headquarters office maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provides central administrative direction and procedures for Bureauwide activities.

State Offices

Each headed by a *State Director*, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and public service programs within the States under their jurisdictions, for National program policy development and support for delegated program areas under their jurisdictions, for providing delegated technical and administrative support functions within their jurisdictions, and for supervising the activities conducted by District Offices. There are a total of 12 State Offices.

District Offices

Each headed by a *District Manager*, have responsibility for directing BLM multiple-use program implementation and operations, land use planning, administrative support, and for supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas, except for the Alaska and Eastern States Offices where the District Managers perform this role. There are a total of 59 District Offices.

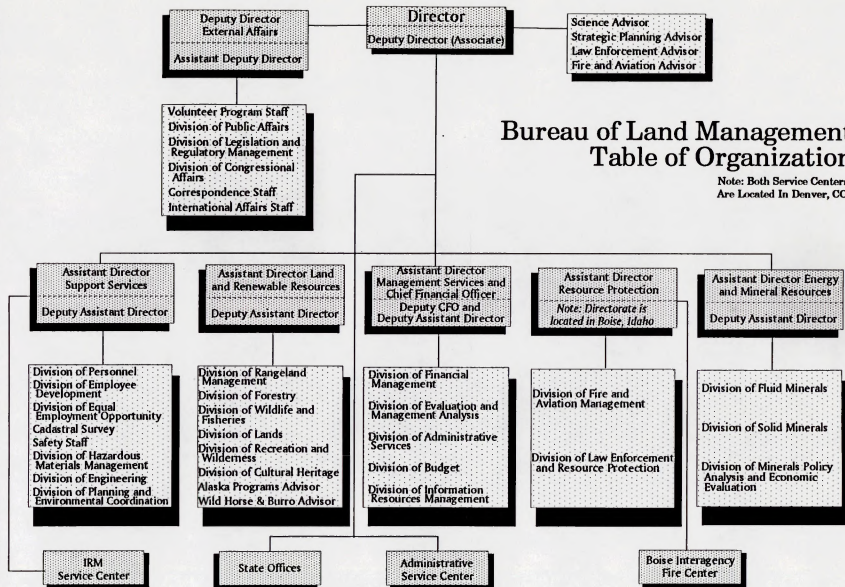
Resource Area Offices

Each headed by an *Area Manager*, have responsibility for implementing BLM's total Public Land multiple-use management programs on-the-ground in that Resource Area, including user contacts at the local level. All planning and resource management actions affecting the Public Land are handled by this organizational level, except in the Alaska and the Eastern States Office which do not have a Resource Area organizational level. There are a total of 139 Resource Area Offices.

Bureauwide Support Offices

- ❶ The *Service Center (SC)*, located at Denver, CO, and headed by the *Service Center Director*, provides Bureauwide technical, scientific, data management and administrative services;
- ❷ The *National Interagency Fire Center (NIFC)*, located at Boise, ID, provides fire training and logistical support, and aviation management services for the Bureau's programs.







Appropriation: Management of Lands and Resources

Appropriation Language Sheet

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$599,860,000] \$607,191,000, [of which [the following amounts] shall remain available until expended[.]; including \$1,462,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460l-6a(i)), and \$69,418,000 for the Automated Land and Mineral Record System Project]; *Provided further*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors; and in addition [\$15,300,000] \$27,650,000 for Mining Law Administration program operations [to remain available through September 30, 1994] to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees so as to result in a final [fiscal year 1994] appropriation estimated at not more than [\$599,860,000] \$607,191,000: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181, 1701 et seq., and 1901 et seq.; 78 Stat. 986; P.L. [102-381] 103-138, Department of the Interior and Related Agencies Appropriations Act, [1993] 1994.)



Justification of Proposed Language Changes

1. Deletions: [of] and [the following amounts]

It is proposed that all of the "Management of Lands and Resources" appropriation be on a no-year basis. Thus the differentiation of specific amounts of monies is not required.

The availability of these funds on a no-year basis will reduce costs associated with managing and reserves required to be held for annual accounts, and will improve the management of funds by reducing time spent in year-end monitoring.

2. Deletion: [, and \$69,418,000 for the Automated Land and Mineral Record System Project]

All funds in the revised Management of Lands and Resources are proposed to be no-year, and thus the need to differentiate no-year MLR of \$69,418,000 for ALMRS is not required.

3. Deletion: [to remain available through September 30, 1994] and [fiscal year 1994]

The deleted phrase is redundant, since all funds except those designated as no-year would remain available until the end of the following fiscal year.

Appropriation Language Citations

"For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$599,860,000] \$607,191,000, [of] which [the following amounts] shall remain available until expended[.]; including \$1,462,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16

U.S.C. 4601-6a(i)), and \$69,418,000 for the Automated Land and Mineral Record System Project] *Provided further*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors; and in addition [\$15,300,000] \$20,800,000 for Mining Law Administration program operations [to remain available through September 30, 1994] to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees so as to result in a final [fiscal year 1994] appropriation estimated at not more than [\$599,860,000] \$607,191,000: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended."

16 U.S.C. 594,
30 U.S.C. 181 *et seq.*,
30 U.S.C. 351-359,
43 U.S.C. 2,
43 U.S.C. 31(a),
43 U.S.C. 52,
43 U.S.C. 315,
43 U.S.C. 1181,
43 U.S.C. 1701 *et seq.*,
43 U.S.C. 1901 *et seq.*,
78 Stat. 986,
P.L. 103-138.

◆Authorizations◆

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

30 U.S.C. 181 *et seq.*, the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale



reserves. The Act also preserves the right of pre-1920 oil shale mining claims to be patented.

30 U.S.C. 351-359, the *Mineral Leasing Act for Acquired Lands*, provides for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Lands of the United States, or in anywise respecting such Public Land, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the Public Lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the Public Lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the *Taylor Grazing Act of 1934, as amended*, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the Public Land, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f, the *Oregon and California Grant Lands Act of 1937*, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the *Federal Land Policy and Management Act of 1976*, as amended, provides for the Public Land to be generally retained in Federal ownership; for periodic and

systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1901 et seq., the *Public Rangelands Improvement Act of 1978*, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.



Summary of Requirements
(dollars in thousands)

Appropriation: Management of Lands and Resources

	FTE	Amount
President's Budget, 1994	7,597	599,860
Summary of Uncontrollable and Related Changes*	FTE	Amount
Administrative Streamlining	- 141	- 4000
FTE Usage Reduction		- 3039
Additional Cost in 1995 of January 1995 Pay Raise		3737
Workers Compensation Payments		623
Unemployment Compensation Payments		115
CSRS/FERS Retirement Costs		1228
Rental Payments to GSA and others		2,033
Departmental Working Capital Fund	120	1 _/
GSA Consumer Information	2	
One - less Paid Day in Fiscal Year 1995	- 1148	
Separation/Retirement Fund Drop		- 861
Transfer from Resource Data Acquisition & Management to IRM and Automation Management	5	254
Total Uncontrollable Changes		(136)
Program Changes (detailed below)		(126)
Total Requirements (1995 Request)	7,335	607,191

1/_ The adjustment is for changes assigned to the BLM for administrative services provided on a Department-wide basis.

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.



Summary of Requirements (dollars in thousands)													
Comparison by Activity/Subactivity		1993		1994		Uncontrollable		Program		1995		Inc (+) Dec (-) from 1994	
		FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Sustaining Resource Values													
Upland Resources	1198	79120	1225	79,821	0	502	122	13,080	1,347	93,403	122	13,582	
Forest Resources	143	9,406	143	9,457	0	(204)	0	0	143	9,253	0	(204)	
Riparian & Aquatic Resources	250	101,517	265	18,777	0	91	17	1,800	282	20,668	17	1,891	
Threatened & Endangered Species	220	12,031	235	17,531	0	82	5	500	240	18,113	5	582	
Recreation Resources	440	24,976	422	25,104	0	157	5	500	427	25,761	5	657	
Cultural Resources	163	10,704	157	11,801	0	51	1	130	158	11,982	1	181	
Wilderness Resources	196	11,042	193	12,998	0	65	1	380	194	13,443	1	445	
Resource Plans & Analysis	151	9,870	144	9,834	(15)	(256)	0	0	129	9,578	(15)	(256)	
Subtotal, Sust. Res. Values	2761	167,306	2784	185,323	(15)	488	151	16,390	2,920	202,201	136	16,878	
Sustaining Econ, Social and Phys Uses													
Realty and Ownership Management	1185	71,943	1187	76,427	(41)	(1,447)	1	(1,100)	1,147	73,880	(40)	(2,547)	
Wild Horse & Burro Care & Plac.	82	7,700	77	8,200	0	15	0	0	77	8,215	0	15	
Fluid Minerals Management	1022	54,171	1016	55,408	(5)	(570)	(4)	(500)	1,007	54,338	(9)	(1,070)	
Solid Minerals Management	261	15,353	249	15,468	(25)	(826)	(4)	(500)	220	14,142	(29)	(1,326)	
Facilities Maintenance	392	29,262	375	32,809	0	(379)	5	500	380	32,930	5	121	
Natural Resource Law Enforcement	164	15,161	138	10,136	0	85	0	0	138	10,221	0	85	
Hazardous Materials Management	230	22,521	204	19,954	(19)	(740)	(1)	(1,012)	184	18,202	(20)	(1,752)	
Recreation Operations (fees)	29	1,438	28	1,462	0	0	0	0	28	1,462	0	0	
Subtotal, Sust Econ, Soc & Phys I	3,365	217,549	3,274	219,864	(90)	(3,862)	(3)	(2,612)	3,181	213,390	(93)	(6,474)	
Workforce and Organizational Support													
IRM and Automation Management	304	22,494	280	21,048	5	360	(82)	(5,451)	203	15,957	(77)	(5,091)	
Administrative Support	1051	47,480	1006	47,591	(36)	(839)	(192)	(60)	778	46,692	(228)	(899)	
Fixed Costs		5,441.6	0	56,616	0	2,893	0	0	0	59,509	0	2,893	
Subtotal, Workforce and Organiza	1355	124,390	1286	125,255	(31)	2,414	(274)	(5,511)	981	122,158	(305)	(3,097)	
Automated Land and Mineral Records System													
ALMRS	264	33,501	253	69,418	0	24	0	0	253	69,442	0	24	
Emergency Operations													
Emergency Damage Repair	0	0	0	0	0	0	0	0	0	0	0	0	
Grasshopper & Mormon	0	0	0	0	0	0	0	0	0	0	0	0	
Cricket Control	0	0	0	0	0	0	0	0	0	0	0	0	
Subtotal, Emergency Oper.	0	0	0	0	0	0	0	0	0	0	0	0	
Mining Law Administration (Non Add)													
	275	[12,430]	354	[15,300]	0	0	75	[12,350]	429	[27,650]	75	[12,350]	
TOTAL APPROPRIATION	7,745	542,746	7,597	599,860	(136)	(936)	(126)	8,267	7,335	607,191	(262)	7,331	



BLM Intermediate Crosswalk Table

Intermediate Crosswalk Table		1994 Enacted To Date (\$000s)	1994 Subtotals (\$000s)	1995 Program Changes	1995 Total Uncontrols	1995 Budget Request (\$000s)	Subtotals (\$000s)	Difference 1995-1994 (\$000s)
New Subactivities	Old Subactivity or Portions Thereof							
Sustaining Resource Values								
Upland Resources			\$79,821				\$95,403	\$15,582
	Rangeland Management, PD (non-riparian)	\$44,249		\$7,500	\$320	\$52,069		
	Wildlife, Non-T&E, PD	\$15,463		\$2,650	\$80	\$18,193		
	Wild Horses & Burros (non-adoption)	\$8,593		\$500	\$16	\$9,010		
	Soil, Air Water, PD (watershed/salinity)	\$11,608		\$2,430	\$86	\$14,122		
Forest Resources			\$9,457				\$9,253	(\$204)
	Forest Management, PD	\$7,007		\$0	(\$228)	\$6,779		
	Wildlife, Non-T&E, PD	\$1,700		\$0	\$20	\$1,720		
	Soil, Water, Air, PD (Watershed)	\$750		\$0	\$4	\$754		
Riparian and Aquatic Resources			\$18,777				\$20,068	\$1,891
	Wildlife (Riparian/Fisheries), PD, Non-T&E	\$12,837		\$800	\$0	\$13,687		
	Rangeland Management, (Riparian), PD	\$2,500		\$500	\$27	\$3,027		
	Soil, Water, Air, PD (Riparian)	\$3,440		\$500	\$14	\$3,954		
Threatened and Endangered Species			\$17,531				\$18,113	\$582
	Wildlife, T&E, PD	\$17,531		\$500	\$82	\$18,113		
Recreation Resources			\$25,104				\$25,761	\$657
	Recreation Resources Management, PD	\$25,104		\$500	\$157	\$25,761		
Cultural Resources			\$11,801				\$11,982	\$181
	Cultural Resources Management	\$11,801		\$130	\$51	\$11,982		
Wilderness Resources			\$12,998				\$13,443	\$445
	Wilderness Management	\$12,998		\$380	\$85	\$13,443		
Resource Plans & Analysis			\$9,634				\$9,578	(\$56)
	Resource Management, Planning, PD	\$9,634		\$0	(\$258)	\$9,578		
Sustaining Economic, Social, Physical Uses								
Realty & Ownership Management			\$76,427				\$73,880	(\$2,547)
	Cadastral Survey, AK	\$18,213		(\$2,000)	(\$934)	\$15,279		
	Cadastral Survey, PD	\$12,285		\$0	(\$818)	\$11,467		
	Land & Realty Management, PD	\$28,159		\$1,150	\$185	\$29,494		
	Alaska Lands	\$14,772		(\$250)	\$108	\$14,630		
	Soil, Water, Air, (water rights)	\$3,000		\$0	\$10	\$3,010		





BLM Intermediate Crosswalk Table

New Subactivities	Old Subactivity or Portions Thereof	1994 Enacted To Date (\$000s)	1994 Subtotals (\$000s)	1995 Program Changes	1995 Total Uncutbacks	1995 Budget Request (\$000s)	Subtotals (\$000s)	Difference 1995-1994 (\$000s)
Fluid Minerals Management			\$55,408				\$54,837	(\$1,071)
	Oil and Gas	\$52,908		\$0	(\$421)	\$52,487		
	Other Mineral Resources (Leasable Fluids)	\$2,500		(\$500)	(\$150)	\$1,850		
Solid Minerals Management			\$18,468				\$14,142	(\$1,326)
	Coal	\$8,431		(\$250)	(\$547)	\$7,634		
	Other Mineral Resources (Leasable Solids, Saleable Minerals)	\$7,037		(\$250)	(\$279)	\$6,508		
Wild Horse and Burro Care and Placement			\$8,200				\$8,215	\$15
	Wild Horse & Burro (Adoptions)	\$8,200		\$0	\$15	\$8,215		
Facilities Maintenance			\$32,809				\$32,930	\$121
	Facilities Maintenance, PD	\$32,809		\$500	(\$379)	\$32,930		
Natural Resources Law Enforcement			\$10,136				\$10,221	\$85
	Resource Protection & Law Enforcement	\$10,136		\$0	\$85	\$10,221		
Hazardous Materials Management			\$19,954				\$18,202	(\$1,752)
	Hazardous Materials Management	\$19,954		(\$1,012)	(\$740)	\$18,202		
Recreation Operations (Fees)			\$1,402				\$1,402	\$0
	Recreation Operations (Fees)	\$1,402		\$0	\$0	\$1,402		
Workforce and Organizational Support								
IRM & Automation Management			\$21,048				\$15,067	(\$5,981)
	Information Systems O&M, PD	\$15,597		\$254	\$106	\$15,957		
	Resource Data Acquisition, PD	\$5,451		(\$5,451)	\$0	\$0		
Administrative Support			\$47,591				\$46,692	(\$899)
	General Administration	\$43,249		(\$90)	(\$888)	\$42,301		
	EEO	\$2,946		\$0	\$34	\$2,980		
	Aviation Management	\$1,396		\$0	\$15	\$1,411		
Fixed Costs			\$56,016				\$59,509	\$2,893
	Fixed Costs	\$56,016		\$0	\$2,893	\$59,509		
ALMRS								
ALMRS			\$69,418				\$69,442	\$24
	ALMRS	\$69,418		\$0	\$24	\$69,442		
Totals		\$599,880	\$599,880	\$8,521	(\$1,100)	\$607,191	\$607,191	\$7,331

Justification of Uncontrollable Changes**Table I Justification of Uncontrollable Cost Changes, Management of Lands and Resources (\$ 000s).**

	1994 Enacted	1995 Change
Cost Savings in 1996 Due to the Implementation of Executive Order 12839 Requiring Reductions in Agency FTE Usage Over Three Years and Additional Reduction to Reach Longer Term Federal FTE Usage Goals Set by the President.	7,597-\$590,800	-131-\$3,039
The adjustment is for the cost savings associated with the Bureau's share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1996, and by 252,000 by the end of 1999.		
Cost Savings in 1994 Due to the Implementation of Executive Order 12837 Producing Reductions in Agency Administrative Expenses over Four Years (Administrative Streamlining).	-\$2,800	-\$9-\$4,000
The adjustment is for the cost savings associated with a reduction in administrative expenses reflecting the Bureau's participation in the Administration's program to increase the administrative productivity of the Federal government. Specifically administrative expense reductions are expected in the following areas: Personnel; Equal Employment Opportunity.		
Additional cost in FY 1996 of the January 1996 Pay Raise		+\$3,737
The adjustment is for an additional amount of \$3,737,000 needed in 1996 to fund a nationwide pay increase of 1.6% effective January 1996.		
Additional cost in 1996 of the January 1994 Locality Pay Raises - Absorbed	[\$0,166]	[\$2,901]
The amount displayed in brackets represents the additional costs of funding the entire January 1994 locality pay increase for GS-series employees and the associated pay rate changes made in other pay series. Three quarters of this amount has been absorbed in the 1994 program, and one-quarter will be absorbed in the 1996 program.		
Other Uncontrollable Cost Changes:		
Workers Compensation Payments	\$4,745	+\$623
The adjustment is for changes in the costs of compensating injured employees and dependents of employees who suffered accidental deaths while on duty. Costs for 1996 are for the 12-month ending June 1993 and are paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by PL-94-273.		
Unemployment Compensation Payments	\$3,032	+\$115
The adjustment is for changes in the costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.		
Rental Payments to GSA	\$35,678	+\$2,033
The adjustment is for changes in the costs payable to GSA resulting from changes in rates for office and non-office space. This change includes the Office of Management and Budget/General Services Administration initiative to control 1996 space cost increases.		
CSRS/FERS Retirement Costs	\$31,049	+\$1,228
The adjustment is for changes in estimated retirement costs paid by the Bureau. It results from changes in the relative proportion of FERS employees in the work force and from changes in the percentage of employee salaries paid to retirement funds. It reflects the lower FERS agency charges set for 1996.		
Departmental Working Capital Fund	\$1,006	+\$120
The adjustment is for changes in the costs assigned to the Bureau/Office for administrative services provided on a Department-wide basis. In addition, the Budget assumes that the Departmental Working Capital Fund will be paid for costs related to the Human Resources Management Streamlining from funds transferred internally with BLM (\$5,294). It also assumes BLM will pay the Bureau of Reclamation's Administrative Service Center \$1,439 for personnel processing costs. These increased costs would be offset by reductions in BLM's direct program costs for maintaining an internal BLM personnel function.		
One-leave Paid Day in Fiscal Year 1996	N.A.	-\$1,146
The adjustment reflects the fact that FY 1996 has one less paid day than FY 1994.		
GSA Consumer Information	\$11	+\$2
The adjustment is for charges paid by the Bureau associated with stockpiling and distribution of Bureau publications by GSA's Consumer Information Center in Pueblo, Colorado.		
Federal Separation and Retirement Payments	\$861	-\$861
The adjustment is to remove a one-time change in the 1994 appropriations for paying an expected one-year peak in the amount of payments to separating and retiring employees. An unusually high cost for these payments was forecast for 1994 due to the effect of various laws and personnel policies.		
Adjustment for a Transfer of from Resource Data Acquisition & Maintenance in 1994		+\$5+\$254
The adjustment is a reduction for a one-time transfer of \$254,000 from Resource Data Acquisition and Maintenance to IRM and Automation Management.		
Total, Uncontrollable Cost Changes (FTE / \$)		-215-\$636



Activity Summary

Activity: Sustaining Resource Values

Table II Activity Summary (\$ 000s).

Subactivity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Upland Resources	79,837	79,821	+502	+13,080	93,403	+13,582
Forest Resources	9,406	9,457	-204	0	9,253	-204
Riparian and Aquatic Resources	10,157	18,777	+91	+1,800	20,668	+1,891
Threatened and Endangered Species	12,031	17,531	+82	+500	18,113	+582
Recreation Resources	24,984	25,104	+157	+500	25,761	+657
Cultural Resources	10,706	11,801	+51	+130	11,982	+181
Wilderness Resources	10,990	12,998	+65	+380	13,443	+445
Resource Plans and Analysis	9,792	9,834	-256	0	9,578	-256
Total	167,903	185,323	488	+16,390	202,201	+16,878

¹ Please see the cross-walk table for a derivation of these budget levels.

♦Activity Narrative♦

This activity, Sustaining Resource Values, provides for integrated management of the Public Lands resources, including interdisciplinary planning and management of upland resources, forest resources, riparian and aquatic resources, threatened and endangered species, wilderness resources, recreation resources and cultural resources.

The BLM is moving rapidly to managing these resources on a landscape or ecosystem basis in which each resource contributes to the whole, and the interrelationships of Public Land resources and uses are recognized. By managing on a landscape basis, BLM's multiple use and sustained yield mandate, as outlined in the Federal Land

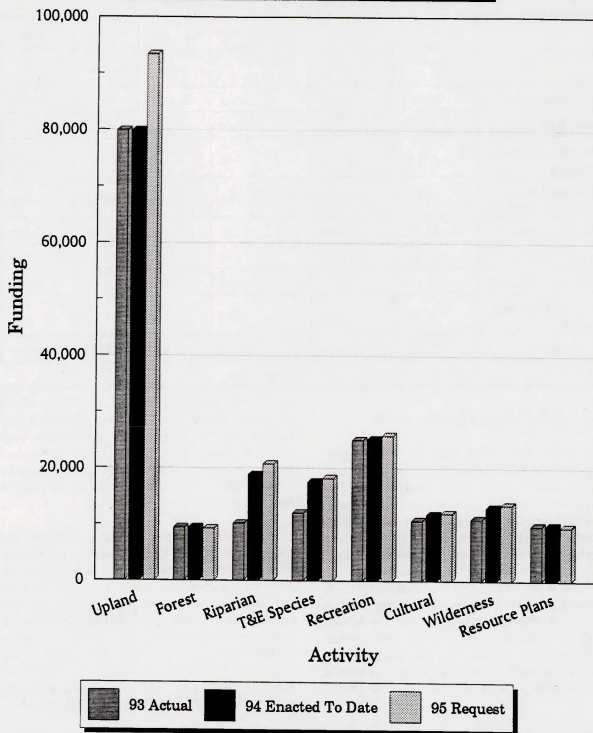
Policy and Management Act (FLPMA), can be efficiently carried out. The overall objective is to provide resource values, uses and benefits, such as recreational use; forest lands; watershed values; riparian habitat; wildlife and fisheries habitat; cultural and wilderness values; wild horse and burro habitat; and vegetation.

Managing on an ecosystem basis considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity in ecosystems are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and



Sustaining Resource Values

Dollars in Thousands



economic products derived from these natural communities.

The BLM is moving toward ecosystem management whereby interdisciplinary management actions are coordinated among programs to improve program efficiency and resource decisions. For example, vegetative evaluations are coordinated so that the resource data gathered can be used to determine the condition and value of the total vegetative communities for wildlife habitat, wilderness preservation, sustaining wild horse and burro populations, providing watershed protection, and forage for livestock grazing in a particular landscape.

Similarly, resource management decisions and improvement actions such as vegetation treatment projects to improve wildlife habitat are designed to meet watershed objectives, be aesthetically pleasing to recreation users and meet other resource needs.

This interdisciplinary management philosophy reduces duplication in conducting resource management activities which has sometimes resulted from the current program structure. In addition to reducing duplication, the quality of management decisions and on-the-ground improvement efforts will be enhanced. This approach achieves the objectives of "Reinventing Government" by improving efficiency and effectiveness of BLM's programs.

The soil, air, water and vegetation components of the upland, forest, and riparian/aquatic resources are managed in a coordinated manner to promote healthy, productive ecosystems. Doing so will provide habitat for fish and wildlife and other uses as well as provide resource products, such as livestock forage and forest products which are important to the economic well being of many communities.

Special Emphasis Items

In an effort to accelerate restoration and improvement of the Public Lands, the Secretary has initiated the *Rangeland Reform '94* effort. This multi-resource initiative is designed to improve upland and riparian resource condition for rangeland resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. It focuses on assuring that rangeland ecosystems function properly.

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of Public Lands.

Forest vegetation has a significant impact on many resources. The density and structure of forest cover influences land use by many forms of animal and plant life. Through the use of proper forest management practices, managers can accomplish a broad range of resource objectives. Under the principles of multiple-use, sustained yield, and environmental sensitivity, forest management practices can emulate natural conditions within forest ecosystems and also provide sustainable levels of commodities, both tangible and intangible on forested Public Lands.

Additionally, forested lands in the Pacific Northwest contain some of the most productive anadromous fish habitat in the nation. Over 58 million pounds of fish that spawn in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at \$40,000,000. In addition, over 1,500,000 days of recreational fishing produce approximately \$24,000,000



in economic benefits to local communities. These benefits to local communities underscore the importance of interrelated resources and the need for interdisciplinary planning and management.

Management of BLM's wildlife habitat and fisheries resources on the Public Lands is guided by BLM's strategic plan entitled *Fish and Wildlife 2000 - A Plan for the Future*. This plan outlines an array of strategies that would enhance BLM's ability to implement management on a landscape or ecosystem basis and to more effectively address biodiversity principles in natural resources management.

The estimated net value of hunting trips and non-consumptive use of Public Land 1992 is shown in Tables III and IV respectively. Net economic value to local communities exceeded \$198 million from hunting and some \$80 to \$103 million from primary non-consumptive use.

Successful management of wildlife species is dependent on the condition and management of the basic soil and vegetative resource as well as the management of other uses which may occur on an area, including livestock grazing, wild horse and burros and recreational use. For example, when implementing habitat improvement measures such as browse plantings to provide watershed protection as well as mule deer winter habitat, competing livestock and wild horse and burro use must be managed in a manner which promotes proper use and utilization.

Similarly, management of fisheries, aquatic and riparian habitats are dependent on many off-site factors which contribute to water quality and quantity. The condition of adjacent uplands and forest resources determine levels of soil erosion and subsequently stream sediment and turbidity. The condition of the uplands also plays an important role in the amount and duration of water yield into stream systems.

Table III Estimated number of days and estimated net value of primary nonconsumptive trips to Public Lands, 1992.

State	Number of Visitor Days ^a	Allowable Maximum of \$300 ^b	Allowable Maximum of \$500 ^b
AK	73,372	\$858,621	\$1,212,833
AZ	368,327	7,511,056	11,650,209
CA	896,051	34,959,389	43,739,602
CO	191,814	5,891,441	8,115,595
ES ^c	502	15,020	15,020
ID	291,012	13,727,922	17,590,464
MT	30,515	582,010	1,083,915
NV	101,882	3,111,562	3,748,644
NM	68,974	2,494,507	2,788,437
OR	184,397	5,873,918	6,847,300
UT	108,018	3,749,895	4,574,036
WY	47,656	1,265,402	1,864,376
Total	2,362,520	80,040,743	103,230,431

^aVisitor days are taken from *The 1985 National Survey of Fishing, Hunting, and Wildlife-associated Recreation*, published by the U.S. Fish and Wildlife Service, Department of the Interior. The Bureau of Land Management feels that there has been no significant increase/decrease in the figures since 1985.

^bNet Economic value is defined as the amount a person is willing to spend above their current trip costs. The allowable maximums represent the greatest amount above current costs a person would be willing to pay for a primary non-consumptive trip.

^cAll of these figures are for Minnesota, as it is the only state in the Eastern States that has more than 9,000 acres of public land.

Note.--The 1992 fiscal year figures have been updated by the Consumer Price Index for 1992 (1.03%).

Source: *Estimates of Non-consumptive Wildlife Use on Forest Service and BLM Lands*. N. A. Connelly and T. L. Brown. Cornell University. 1988.

An example of this crosscutting management approach is being demonstrated in BLM's management actions related to the Columbia and Snake River Basin Anadromous Fish Management Plan. Improving habitat conditions for



Table IV Estimated number of days and net value of hunting trips on Public Lands, 1992

State	Game Species*	
	Hunter Days ^b	Net Economic Value ^c
AK	NA	NA
AZ	890,113	3,956,535
CA	1,218,539	29,016,631
CO	533,871	20,606,902
ES ^d	17,835	399,271
ID	730,030	24,300,474
MT	508,587	16,600,422
NV	696,690	7,911,578
NM	302,168	9,095,624
OR	1,071,140	31,002,792
UT	1,103,065	34,736,598
WY	584,997	20,624,425
Total	7,657,030	198,251,252

*Deer, Elk, Waterfowl, Small Game

^bHunter days are based on figures from *The 1985 National Survey of Fishing, Hunting, and Wildlife-associated Recreation*.^cThese figures are updated from the 1985 Survey by using the 1985 figures as a base and adjusting those figures by the Consumer Price Index (CPI) through 1991.^dAll of these figures are for Minnesota, as it is the only state in the Eastern States area that has more than 9,000 acres of public land.

NA--Not available: The sample size was considered too small for an accurate estimate.

^eSource: *The 1985 National Survey of Fishing, Hunting, and Wildlife-associated Recreation*, published by the U.S. Fish and Wildlife Service, Department of the Interior.

anadromous fish in these river basins is a coordinated multi-program effort which includes measures to improve in-stream habitat, enhance adjacent riparian vegetation, and to improve the

overall water quality on adjacent upland resources through proper livestock grazing, forest management and other land management practices.

Sustaining Resource Values

The Sustaining Resource Values activity includes the following subactivities:

Upland Resources

The upland resources ecosystem is comprised of BLM's non-forested lands, exclusive of riparian and aquatic areas. The upland resources encompass the tundra and upland areas of Alaska as well as BLM rangelands in the western United States, including the southwest deserts, the great basin, the intermountain west and others. The upland resources ecosystem, which is interspersed with the forest resources and riparian and aquatic ecosystem covers nearly 200 million acres. The basic soil and vegetative resource provides wildlife habitat for big game, small game, raptors, nongame animals, and furbearers. It also provides habitat for wild horses and burros, forage for livestock, and contributes significantly to recreation resources on Public Land.

BLM's goal is to manage resources to achieve healthy and productive uplands and associated riparian-wetland areas for long-term benefits, values, and uses.

Forest Resources

The Forest Resources subactivity addresses the management, development and protection of nearly 50 million acres of forest lands and woodlands in the 11 western States and Alaska, exclusive of the significant forest resources managed by the BLM in Western Oregon which are funded under the separate "O&C Grant Lands" appropriation. Forest ecosystems provide important habitat for plant and wildlife species, valuable forest products and a wide array of recreational opportunities such as hunting and wildlife viewing. The forest ecosystems play an important



role in the management of interspersed riparian and wetland areas. Fisheries resources depend on healthy watershed conditions on forested lands in providing suitable water quality and quantity.

Forested lands in the Pacific Northwest contain some of the most productive fish habitat in the nation. The Forest Resources subactivity is a critical component in the management of anadromous fish habitat in the Columbia and Snake River Basins of Oregon, Washington, and Idaho. Direction for management of forest resources is outlined in BLM's strategic plan entitled *Forests: Our Growing Legacy*.

Riparian and Aquatic Resources

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the Public Lands including the Columbia and Snake Rivers of the Pacific Northwest, the prairie pothole region of Montana and the Dakotas, and others. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well. BLM has made improvement of riparian-wetlands and aquatic ecosystems a high management priority.

BLM manages riparian-wetland areas and associated uplands to achieve healthy and productive conditions for long-term benefits and values. The primary management goal, as outlined in the *Riparian-Wetland Initiative for the 1990's* is to restore and maintain riparian-wetland areas so that 75 percent or more are in proper functioning condition by 1997. The overall objective is to achieve an advanced ecological status, except where resource management objectives, including proper functioning condition, would require an earlier successional stage.

Threatened and Endangered Species

The BLM manages threatened and endangered plants, fish and wildlife on Public Land to restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with other Federal and State wildlife agencies.

BLM also manages the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal Governments.

The BLM is undertaking recovery actions for listed species as well as ensuring that BLM programs and actions are not likely to jeopardize a species or destroy its habitat. In managing threatened and endangered species, the BLM utilizes an ecosystem or range-wide approach to habitat management.

Several species for which the BLM has initiated management actions include the desert tortoise, the northern spotted owl, anadromous fish species in the Columbia and Snake River basin, and the Lahontan cutthroat trout.

Recreation Resources

The Public Lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Significant recreation resources located on Public Lands possess the potential for relieving much of the public pressure and demand from overcrowded Forest Service and National Park Service recreation facilities. The major goal of BLM's recreation program is to ensure the continued availability of the Public Land and related waters for a diversity of outdoor recreation opportunities within the context of multiple-use.

Because of the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic



picture of the Western States, public lands managed by the BLM are rapidly being discovered by more people, becoming more visible on a national level, and are being subjected to more acute use, pressures and conflicts.

The BLM's recreation resources program is guided by the *Recreation 2000* Strategic Plan. The Public Lands has the greatest potential of all lands managed by the Federal government to provide the widest range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural and cultural resources. The implementation of *Recreation 2000* is critical to properly manage the growing demand for and use of the Public Land for outdoor recreation purposes.

The presence of wildlife and fisheries species plays an integral role in determining the quantity and quality of recreational experiences on Public Lands. The health of riparian-wetland areas, which are valued and often used heavily by recreation users, also play an important role in providing recreational opportunities. Recreation use, itself, often has an impact on the soil, vegetative and fish and wildlife resource. This recreational use is carefully considered when developing management strategies for these other resources.

Cultural Resources

The BLM is responsible for protecting and managing archaeological, historical and paleontological resources on the Public Lands, including areas such as the Chacoan Outliers in New Mexico and Grand Gulch in Utah. Resource management actions such as wildlife habitat projects, recreation projects, road construction, fencing, reservoir development and other surface disturbing activities are carefully evaluated and planned to ensure the integration and protection of cultural and paleontological resources.

To various degrees, present ecosystems are a product of human influence over time. Expanding an understanding of our cultural heritage

emphasizes the relationships of humans with the natural environment, starting from the Ice Age migrations of the hemisphere's first humans and extending to the present.

Key components of BLM's cultural resources program include historic preservation; heritage education; management of archaeological, historical, and paleontological resources. Within this context, emphasis is directed to the protection of Native Americans' opportunity to conduct traditional cultural and religious practices; Native American coordination and consultation; curation and preservation of museum property from public lands, including identification and repatriation of Native Americans' sacred items in museum collections.

Wilderness Resources

The BLM is charged with the identification, study and protection of potential wilderness areas on the Public Lands; and the management of wilderness areas which have been designated by law as part of the National Wilderness Preservation System.

The 1995 program is characterized by a continuing shift in emphasis from wilderness study and reporting to the management of designated wilderness areas and interim management of wilderness study areas (WSA). Interim management of all WSAs until they are either designated as wilderness or released from interim management by law will continue to be a priority.

With an increasing number of designated wilderness areas requiring management, BLM has become a full participant in the interagency National Wilderness Preservation System. Interagency wilderness training, research, and monitoring of wilderness resource conditions and trends are important initiatives.

Resource Plans and Analysis

Management of the many and varied Public Land resources is guided by land use plans. These



plans are developed at two separate levels. Broad resource allocations among competing needs and uses, such as identifying areas to be managed for wilderness values, are made through Resource Management Plans (RMPs) or the remaining Management Framework Plans (MFPs), an older generation of land use plan. Similarly, allocation decisions identifying the level of livestock, wildlife and wild horse and burro use are made at this level. More specific decisions regarding how resource activities are applied to an individual land area are subsequently identified through detailed activity plans. Allotment Management Plans (AMPs) and Habitat Management Plans (HMPs) are examples of activity plans.

As BLM moves toward an ecosystem based management approach, consolidated activity plans which address all resources on a particular area will be emphasized and fewer single purpose plans will be developed. This will result in a much more unified and cost effective approach to managing these resources.

Improved Management Through Partnerships and Volunteers

The BLM continues to emphasize partnership arrangements to assist in the management of recreation, cultural, wildlife, riparian, fisheries and special status plant resources and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in its management efforts. Partnership arrangements have been a key part of our successful implementation of *Fish and Wildlife 2000*, *Recreation 2000*, and other BLM initiatives.

The BLM has successful partnership arrangements with State, local and Federal agencies, sportsmen's groups, conservation organizations, livestock and timber producers, recreation groups and others. Partnership arrangements have also been successfully developed with such groups as historical societies, OHV clubs, caving, hiking, and rockhounding groups, hunting and fishing clubs, ranchers, conservation organizations, whitewater

boaters, and recreation service providers (such as guides and outfitters).

Challenge Cost-Share

To increase management capabilities for fish and wildlife, recreation, cultural, paleontological and other resources, the BLM actively pursues challenge cost-share opportunities and cooperative management agreements. In the 1995 Budget, BLM is devoting a total of \$7,500,000 in 3 programs to challenge cost-share projects and we estimate receiving matching non-Federal funds and services totalling \$22,700,000, a ratio of better than 3:1 non-Federal to Federal resources.

Within the continuing level of funding for 1995, some \$6,200,000 will be available specifically for fisheries and wildlife related challenge cost-share projects which, when used in conjunction with the offered non-Federal funding, would provide for important developments and management practices worth an estimated \$15,500,000. Typical work that is funded under challenge cost-share includes fisheries improvement projects (fencing, stream structures, off-site water development, and seedling establishment), big game habitat improvements (vegetation treatments, fence modifications, and seedlings), animal introductions onto Public Land via cooperative arrangements with the States, new water developments, public outreach/education efforts, studies, and habitat evaluation.

The BLM initiated a challenge cost-share program in the recreation resources program in 1989. Within the 1995 budget level, the BLM plans to devote \$600,000 to accomplish additional cost-shared, on-the-ground recreation projects. The BLM anticipates receiving approximately \$4,000,000 in matching funds, labor, and materials from recreation user groups, civic organizations, businesses, and local public agencies to improve the management of recreation resources and facilities. The BLM also plans to continue partnerships at the national level and implement initiatives such as *Tread Lightly*, *Back Country Byways*, *Recreational Fishing*, and *Watchable*



Wildlife. These programs will provide the impetus for specific resource management efforts at the State and local level.

Challenge cost-share opportunities and cooperative management agreements are also used to expand BLM's capabilities, notably in inventory, resource protection, site monitoring, science and research of archaeological and historic resources, and heritage education. The BLM's Cultural Heritage programs characteristically attract over 100 challenge cost-share and cooperative management agreements each year. In 1995, the BLM will direct \$700,000 toward challenge cost share efforts for these programs and anticipate receiving some \$3,200,000 in matching funds.

Volunteers

The BLM will continue to use volunteers to expand resource management capabilities. Volunteers are used extensively to perform a variety of tasks supporting BLM's wildlife re-

source efforts, including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, access facilities, signs, and stream structures) which benefit wildlife, fisheries, and special status plant habitat improvement efforts. In 1992, the most current data year, volunteers contributed over 100,000 work hours, valued at nearly \$1,300,000, toward improving wildlife and fisheries habitats.

The BLM also uses volunteers extensively to record archaeological sites, maintain trails and facilities, serve as campground hosts, and provide clerical and other administrative support such as staffing visitor centers and contact stations, and doing statistical and data entry. In 1992, volunteers contributed about 440,000 work hours valued at nearly \$5,500,000 toward improving recreational values. The 1995 program continues to include \$500,000 to support use of BLM volunteers in the recreation management program by providing training, supervision and reimbursement of allowable volunteer expenses. For



cultural resource activities, the BLM anticipates receiving some \$1,300,000 in volunteer benefits at a cost of \$300,000 to BLM.

The forest management program has a history of utilizing volunteers in the support of its program work. These volunteers assist the BLM in accomplishing reforestation, timber stand improvement, inventory, and survey work. In FY 1992, volunteers contributed over 40,000 work hours with an estimated value of \$345,171. BLM cost were \$38,164 thus having a 9:1 cost benefit ratio. Additional opportunities for increased use of volunteers will continue to be pursued.

Many other BLM programs utilize volunteers to extend available funding and to enhance resource management. A summary of volunteer contributions to selected BLM programs is shown on the figure entitled "BLM Volunteer Efforts."

Environmental and Resource Education

BLM staffs provide hundreds of guest lectures, field trips and workshops each year to students of all ages. They participate in a variety of environmental education programs such as "National Wildlife Week," "National Fishing Week," "Paths To Fishing" and "Hooked On Fishing Not On Drugs." These programs help young people and the general public gain a greater appreciation of the natural diversity of the Public Land, its importance to the natural ecosystem, and the need to protect and make wise use of the Public Land and its resources. This program provides active support for many environmental and resource education activities at the BLM. Often, these efforts are done in cooperation with other programs such as recreation resources, wilderness, rangeland, and watershed management.

Two other growing initiatives that provide educational opportunities to the public include the "Watchable Wildlife" and "Animal Inn" programs. Watchable Wildlife provides opportunities through viewing guides and viewing areas for the American public to view and enjoy wildlife. Animal Inn is a nationwide initiative to educate

the public about the importance of dead and fallen trees to fish and wildlife. BLM has been a cooperator in the development of informational and educational materials for both of these programs and is in the process of designating a system of "Wildlife Viewing Areas" in cooperation with State and local governments. In addition to locally developed and sponsored projects, many BLM personnel are certified instructors for nationally recognized resource education programs such as "Project Wild," "Project Learning Tree," and "Hunter Safety."

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701, 1711, 1712, 1732, 1751, 1753, 1781) provides for resource management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It provides for the management of the Public Land in a manner that will protect the quality of ecological, environmental, air and atmospheric, and water resource values. It identifies fish and wildlife development and utilization as a major use of the Public Land; directs that the Public Land be managed to provide food and habitat for fish and wildlife; and authorizes the use of Range Betterment funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat. It requires the preparation and maintenance of an inventory of Public Land resources on a continuing basis, and compliance with applicable state and federal air and water pollution control laws. It also identifies recreation as a major use of the Public Land and requires the protection of scientific, scenic, historical and archaeological values; preservation and protection of certain Public Land in its natural condition; and provides for outdoor recreation use, human occupancy, and use of Public Land. It directs that areas of critical environmental concern be given priority in the inventory of Public Land, in developing and revising land use plans, and in applying special protective management. It provides for the management of the California Desert Conservation Area and implementation of the Desert Plan.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) requires the improvement of the condition of public rangelands, and other range management practices and that the condition of the public rangelands be improved so that they become as productive as feasible for watershed protection, livestock grazing, wildlife habitat and other rangeland values.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315), provides for the regulation of livestock grazing, improvement of the productive capacity of the public rangeland, and stabilization of the livestock industry. It provides for the



evaluation of erosion control, the development of improvements necessary to enhance watershed values, and wildlife management on Public Land.

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") (7 U.S.C. 1012-1013A) provides for management of lands acquired under this Act, some of which are under the jurisdiction of the BLM.

The Carlson - Foley Act of 1968 (42 U.S.C. 1241-1243) authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires the preparation of environmental impact statements for any Federal project which may have a significant effect on the environment. It requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

The Migratory Bird Conservation Act of 1929, as amended (16 U.S.C. 715) and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

The Endangered Species Act of 1973, as amended (ESA) (16 U.S.C. 1531 et seq.) directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and help bring about their recovery.

The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.) provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.

The Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201 et seq.) provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the special designation of certain Public Land in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Land by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) provides for the management, protection and control of wild horses and burros on Public Lands and authorizes "adoption" of wild horses and burros by private

individuals under cooperative agreements with the Government.

The Clean Water Act, as amended by the Water Quality Act of 1987 (33 U.S.C. 404), requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

The Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201), amends §2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.

The Colorado River Basin Salinity Control Act Amendment of 1984 (43 U.S.C. 1593), amends §203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.

The National Dam Inspection Act of 1972 (33 U.S.C. 467), requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection, regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams of 25 feet or more in height which impound 50 acre-feet of water or more on the Public Land.

The Soil and Water Resources Conservation Act of 1977 (16 U.S.C. 2001), provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.

The Clean Air Act of 1990 as amended (42 U.S.C. 7401-7642), requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

The Antiquities Act of 1906 (16 U.S.C. 432) provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.

The Historic Sites Act (16 U.S.C. 461) declares national policy to identify and preserve "historic sites, buildings, objects, and antiquities" of national significance, providing a foundation for the National Register of Historic Places. The National Historic Landmarks program of the National Park Service stems from this act.

The National Historic Preservation Act of 1966, as amended (16 U.S.C. 470) expands protection of historic and archaeological



properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

The Archaeological Resources Protection Act of 1979, as amended (16 U.S.C. 470a, 470c and 470ee) (ARPA) requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.

The Chacoan Culture Preservation Act of 1980 (16 U.S.C. 410) provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites," located throughout the San Juan Basin on Public, State, Indian and private lands.

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 (25 U.S.C. 3001) requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years.

The Wilderness Act of 1964 (16 U.S.C. 1131 et seq.) provides for the designation and preservation of wilderness areas.

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460) provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

The King Range Act of 1970, as amended (16 U.S.C. 460y) provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.

An Act to establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460cc) provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management within the Red Rock Canyon National Conservation Area.

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, (16 U.S.C. 460uu-21) provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460xx) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241-1249) establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund.

The National Parks and Recreation Act of 1978 (16 U.S.C. 1242-1243) establishes a number of national historic trails which cross Public Land.

The Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271) provides for the development and management of certain rivers.

The Federal Cave Resource Protection Act of 1988 (16 U.S.C. 4301) provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 F.R. 26951) provides for the restoration and preservation of national and beneficial floodplain values and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 F.R. 26961) directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978 (43 F.R. 47707), sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

E.O. 11593 of May 13, 1971, Protection and Enhancement of the Cultural Environment (36 FR 8921) directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.



Justification of Program and Performance

Subactivity: Upland Resources

Table V Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	79,821	+502	+13,080	93,403	+13,582
<i>FTE</i>	1,225	0	+122	1,347	+122

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

The upland resources ecosystem is comprised of BLM's non-forested lands, exclusive of riparian and aquatic areas. Upland resources encompass the tundra and upland areas of Alaska as well as BLM rangelands in the western United States. It includes the deserts of the southwest, the great basin, the intermountain west and other western landscapes. The upland resources ecosystem, which is interspersed with the forest resources and riparian and aquatic ecosystems, covers nearly 200 million acres. Basic soil and vegetative resources provide wildlife habitat for big game, small game, raptors, nongame animals, and furbearers. They also provide habitat for wild horses and burros, forage for livestock, and contribute significantly to recreation activities on Public Land.

In an effort to accelerate restoration and improvement of the Public Lands, the Secretary has initiated the *Rangeland Reform '94* effort. This multi-resource initiative is designed to improve ecological conditions for rangeland resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other

resource values while providing for sustainable development. This initiative focusses on assuring that rangeland ecosystems function properly. Improving resource conditions will maintain or improve biological diversity, while supporting other important uses.

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stake holders and interested citizens to have a voice in decisions that impact the management of upland ecosystems.

The 1995 Budget includes a total of \$14.5 million (\$13 million in Upland Resources) to begin implementation of this initiative.

Vegetation

Upland ecosystems are composed of soils and plant and animal communities that are all affected by natural processes (sun, wind, precipitation, temperature, etc.) and the activities of humans. Upland ecosystems provide a myriad of economic and social benefits. The key to sustaining these benefits is the proper use and management of the vegetation.



Vegetation provides cover, litter, and most importantly, the root structure needed to bind and protect the soil, prevent erosion, and store and conserve moisture. Vegetation provides habitat for wildlife and wild horses and burros, forage for livestock, and the aesthetic qualities that contribute to appealing landscapes.

No single element of the upland ecosystem is so readily impacted or managed, and with such universal effects, as is vegetation. Consequently, maintaining or improving vegetation is the key to enhancing and sustaining upland ecosystems and facilitating a variety of human uses. Major vegetative communities include the southwest shrubsteppe, chaparral-mountain shrub, desert shrub, mountain/plateau grasslands, plains grasslands, annual grassland, alpine grasslands and tundra.

Wildlife Resources

Wildlife habitat management is a critical component of the upland resource ecosystem. Several of BLM's special wildlife initiatives dependent on this ecosystem include:

- **Raptors.** The upland landscape contains all or a portion of 223 key raptor habitat management areas (encompassing 23.5 million acres). Key raptor habitat areas include crucial nesting, feeding, and over-wintering and resting habitat for migrating birds, and vary in size from 150 acres to 500,000 acres. The world renowned, BLM-managed Snake River Birds of Prey Natural Area near Boise, Idaho, contains the highest density of nesting raptors in North America. Other examples of important habitat areas include the Carrizo Plain in California and uplands adjacent to the Colville River in Alaska, the San Pedro and Aravaipa Rivers in Arizona, and the lower Klamath River in Oregon and California. The BLM will continue to focus management on critical and nationally recognized raptor habitats in the 1995 program.

- **Upland Game Birds.** About 90 percent of the Public Lands provide upland game bird habitat for

23 species including the western sage grouse, 3 species of forest grouse, quail, ptarmigan, dove, and wild turkey. BLM lands are critical to the health and well-being of the majority of these species and will be especially important in the eventual recovery of the endangered masked bobwhite quail. While most populations of upland game birds are healthy, two species are of special concern. Both the Columbian sharp-tailed grouse and the western sage grouse have experienced declining populations over the past several years. As historic habitat declines on private lands, Public Lands plays an increasingly important role for these two species of upland game birds.

- **Big Game.** The Public Lands provide habitat for 19 different big game species including 3 species of deer, pronghorn antelope, 3 species of elk, 2 species of moose, caribou, mountain goat, 3 species of bighorn sheep and others. In 1993, the BLM completed a comprehensive strategy plan which addresses management needs and planned actions for big game on the Public Lands. One result of this assessment was the identification of 622 key habitat areas covering 92 million acres. In addition, the plan identifies inventory, monitoring, habitat restoration needs as well as opportunities for expanding the number of viable populations of some of the rarer species.

One of these species is the desert bighorn sheep. BLM administers 9 million acres (about 80 percent) of the habitat for this species in about 115 target areas. Approximately 10,000 desert bighorns occupy these lands. BLM has initiated a program of inventory, monitoring, habitat management planning and improvement in a 6-state area where this species lives. The BLM has cooperated with State wildlife agencies to reintroduce bighorn into new areas, and to augment additional herds. Since implementation of the rangewide plan, over 40 new herds have been established by transplants, and existing populations of many herds have been augmented by transplants.



In 1995, the BLM will continue to implement its long-term management plan for big game. One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on Public Lands (due principally to wildfires) and on private land as a result of land use changes such as development.

• **Nongame Wildlife.** The upland ecosystem provides habitat for a several hundred nongame wildlife species including several species of amphibians and reptiles such as the Western spade-foot toad, gopher snake, and Western fence lizard. Birds include the sage sparrow, horned-lark and long-billed curlew while small mammals are represented by numerous species as bats, the kangaroo rat, the pygmy and desert cottontail rabbits and the arctic fox. Nongame species are critical components of the ecosystem and comprise the majority of biodiversity. Many species of small mammals and birds for example are critical to ecosystem function by pollinating and spreading seeds, keeping some insect pests in balance and helping in nutrient cycling.

BLM has long recognized that nongame species are not only valuable for maintenance of ecosystem health but provide a tremendous source of enjoyment for the public. In order to help expand the public's knowledge of these species, the BLM has actively supported the Watchable Wildlife initiative, a multi-agency and organization effort to establish a national network of wildlife viewing areas, develop interpretive materials such as brochures and viewing guides, and nature trails.

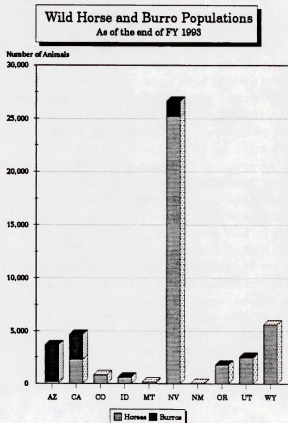
Wild Horses and Burros

Upland areas provide valuable habitat for wild horses and burros, the management of which is guided by the 1992 *Strategic Plan for Management of Wild Horses and Burros on Public Land*. This plan outlines the direction of the wild horse and burro program through the end of the century. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establish-

ment of coordinated interdisciplinary herd management plans.

There are currently, about 46,500 wild horses and burros on Public Land. The distribution of these animals by state is shown on the figure titled "Wild Horse and Burro Populations".

Wildlife, livestock, and wild horses and burros typically occupy rangeland areas on the Public Lands in common. The long-term numbers of each group that can be properly sustained in each area is determined through the land use planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions made during planning are subsequently monitored and adjusted, if necessary. Livestock numbers are adjusted and wild horses and burros are removed when necessary to maintain a thriving, natural ecological balance. The BLM coordinates closely with State wildlife agencies responsible for



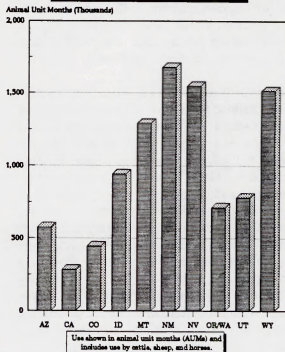
managing big game species to ensure wildlife populations are maintained at levels consistent with allocation decisions and resource capabilities.

Resource management plans have been completed on about 75 percent of the Public Lands with wild horses and burros. Based on these plans, we anticipate that the appropriate management level of wild horses and burros to be about 28,000 to 30,000 animals. The appropriate management level is the number of wild horses and burros the Public Lands can sustain in conjunction with use by livestock and wildlife. Assuming a 15 percent annual rate of increase in the number of animals currently on the Public Land, and the removal of 9,200 animals in 1994, the estimated population of wild horses and burros will be about 44,400 by the beginning of 1995.

Livestock Grazing

Livestock grazing is an important use on Public Lands. Public Lands forage is a component of the year-round livestock operation for public rangeland users. Some 4.3 million livestock graze Public Lands annually. Operations range in size from less than 30 head to several thousand. The BLM authorizes some 10,000,000 Animal Unit Months (AUMs) of livestock grazing to about 19,000 permittees and lessees on about 165 million acres of Public Lands in the Western states of Arizona, California, Colorado, Idaho, Montana, Nebraska, Nevada, New Mexico, Oregon, North and South Dakota, Utah, Washington, Wyoming, and Oklahoma. The authorization of this use by BLM state office is shown on the table titled "Livestock Use on Public Lands". The Public Lands are divided into 22,000 grazing allotments or areas. In Alaska, nearly 16,000 reindeer graze on 5 million acres. Grazing allotments can include private, other Federal, and State lands intermingled with public rangelands, necessitating close coordination with other interests.

Livestock Use on Public Lands
FY 1993 Authorized Use



Resource Management Objectives

Management of upland resources is designed to achieve the following program objectives:

- establish ecological site baseline data on high priority upland areas for use in monitoring resource conditions and trends and in developing management plans for livestock, wildlife, wild horses and burros and to protect watershed values;
- increase the area of upland rangelands in healthy, proper functioning condition;
- decrease the area of upland rangelands functioning at risk or in an unhealthy condition;
- prepare new/revised interdisciplinary activity plans that include resource objectives developed using an interdisciplinary approach that considers the vegetation attributes needed to meet ecosys-



tem objectives, including those for wildlife, livestock, wild horses and burros and other uses;

- incorporate the desired plant community concept into allotment and ecosystem evaluation and planning processes, giving priority to areas which are not meeting riparian and/or ecological condition objectives;

- ensure optimum populations and diversity of wildlife resources on the Public Lands by restoring, maintaining, and enhancing wildlife habitat conditions within the framework of the *Fish and Wildlife 2000* strategy;

- provide appropriate levels of livestock forage consistent with resource capabilities, thereby making contributions to local and regional economies;

- implement Best Management Practices (BMPs) which protect watersheds and minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage;

- prepare management plans to identify actions needed to implement land use decisions relating to watershed values, giving priority to restoring watershed areas not meeting resource management objectives and State water quality requirements;

- perpetuate and protect self sustaining wild horse and burro populations and their habitat to maintain a thriving, natural ecological balance as outlined in the *Strategic Plan for Management of Wild Horses and Burros on Public Land*;

- ensure that big game/upland game species on the Public Lands are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people;

- conserve rare, at risk, and representative habitats, plant communities, and ecosystems;

- identify and incorporate upland resources data into BLM's existing automated systems, as well as maintain existing data and inventory systems;

- monitor and evaluate high priority grazing allotments with special emphasis directed to those allotments containing unsatisfactory range conditions; and

- maintain cooperative programs with States and counties for the control of noxious weeds which are adversely affecting a variety of resource values.

◆1995 Program◆

The 1995 program for Sustaining Resource Values in Upland Ecosystems consists of a number of interrelated and supporting actions by BLM. The major components of this subactivity are described below.

Resource Evaluation

Ecological site inventories, which are developed using soil survey data in combination with vegetation analysis, form the basis for identifying desired plant communities on upland resource ecosystems. Most BLM monitoring efforts which relate to ecosystem production, capability and/or change depend on having quality ecological site inventories. These inventories are used to establish baseline data to support both monitoring and activity planning, and to determine the extent, condition, and potential of upland and riparian management areas. At the continuing funding level, 2 million acres of ecological site inventories will be completed.

As a result of many years of cooperative efforts with the Soil Conservation Service, soil surveys have been completed on much of the Public Land. These cooperative efforts were therefore scaled down from about 2,000,000 acres in 1993 to 500,000 acres in 1994. Approximately 500,000 acres of survey, at a cost of \$300,000 to BLM, will be continued in 1995. The majority of this effort will be completed in Nevada.



Wildlife and fisheries habitat inventories will be conducted in cooperation with other resource inventories to prepare ecosystem management objectives and to develop and implement management actions.

BLM efforts to manage wild horses and burros on the Public Lands in 1995 will concentrate on more accurately defining the number of wild horses and burros and their habitat needs. Efforts include herd census work, interdisciplinary habitat monitoring, determining forage availability, utilization levels, and determining conflicts with other consumptive uses.

Monitoring provides the mechanism for enabling the BLM to determine the effects of current management actions; *i.e.* are actions meeting resource objectives. Monitoring data are also used to analyze the changes in vegetation and ecological condition over time. Monitoring studies include: vegetative composition, forage utilization (a measure of the amount of forage consumed by livestock, wildlife and wild horses), actual use (the number of livestock and other animals using the rangeland), trend (changes toward or away from resource objectives), and climate (measured precipitation and temperature).

A coordinated interdisciplinary resource monitoring procedure (CIRM) has been implemented to improve the efficiency and quality of monitoring. This procedure stresses the involvement of all resource programs so that when monitoring data is collected it avoids duplication and meets the needs for managing resources and programs dependent on healthy uplands, including livestock grazing, wild horses and burros, wildlife habitat, and watershed values (including the quantification of uses and needs to support water rights acquisition). Monitoring studies are applied in various combinations and intensities depending on the resource objectives for a particular area (grazing allotment, wildlife habitat area, herd management area, watershed, etc.).

The BLM is developing a Monitoring Information Data Analysis System (MIDAS) for the storage,

retrieval, and analysis of monitoring data from renewable resource programs. It is being structured along ecosystem components and functions, rather than along traditional program lines, to ensure maximum useability. This single, automated system will enable resource specialist and managers to store and retrieve a broad array of inventory and monitoring data accurately and efficiently.

Interdisciplinary monitoring studies have been established on 11,500 livestock allotments. Of these 11,500 allotments with monitoring studies, 5,700 will have monitoring data collected in 1995. Further, the monitoring data will be evaluated through interdisciplinary analysis on many of these allotments.

The need for monitoring wildlife habitat, in conjunction with other resources, is increasing as more land use plans and activity plans are completed. Resource plans and habitat improvement agreements will be monitored to determine resource trends and to assess progress toward meeting habitat development and protection objectives. At the continuing funding level, 6 million acres of wildlife habitat will be monitored and evaluated.

Interdisciplinary Activity Planning

Implementation of land use plan decisions is achieved principally through the preparation and implementation of activity plans. These activity plans specify resource objectives for the upland ecosystems, management prescriptions, and necessary improvement projects or treatments needed to achieve planning objectives.

Resource activity plans are being developed on an interdisciplinary basis and are designed to manage the soil and vegetative resources for the sustained yield of forage plants; provide wildlife habitat, other unique plant communities, and watershed values; and to meet other resource objectives. The development and implementation of management prescriptions for a specific area are prerequisites to success in achieving long-term objectives on a broader ecosystem. All



activity plans are monitored to analyze changes in resource conditions and to determine if resource objectives are being met.

Within the context of decisions made in resource management plans, specific wild horse and burro Herd Management Area Plans are prepared for individual herd management areas to guide the management of specific herds and habitats. These plans outline management objectives and actions needed to maintain a thriving ecological balance and multiple-use relationship in wild horse and burro herd areas. The program stresses the proper management of the entire rangeland ecosystem, not just the wild horse and burro component. Wild horse and burro populations are managed in concert with wildlife and livestock needs as well as the basic requirements of the range and watershed resources.

Although some individual wildlife habitat management plans, allotment management plans, watershed management plans, and wild horse and burro herd management area plans will continue to be developed, as needed, the BLM is moving toward preparing new activity plans which will be interdisciplinary, and incorporate objectives and management actions for all major resource activities within an ecosystem area into one plan.

New activity plans will be directed to high priority areas, including the Columbia and Snake River basin, watersheds with high riparian values, and for specially targeted wildlife species and habitats.

Resource Improvement and Maintenance

Improving upland vegetation, watershed conditions, and wildlife habitat is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Wildlife habitat improvements, livestock grazing system development, structural improvements and land treatments are used to improve upland resource conditions on those areas where the investments will yield the highest returns or which need the greatest protection.

Improvement projects such as fencing to protect key resources and to facilitate livestock management; water developments; wildlife habitat restoration projects; wild horse and burro projects; and vegetation improvements to enhance riparian areas, wildlife habitat and recreational opportunities will be implemented. About 275 rangeland projects and 325 watershed related projects will be developed while some 250 rangeland and 240 watershed related projects will be maintained. Additional on-the-ground project work to improve vegetative condition, facilitate livestock grazing, and to improve wildlife habitat and watershed values is accomplished with the \$10,350,000 of funding from the Range Improvements appropriation.

Management of wildlife resources will continue to emphasize on-the-ground implementation of the *Fish and Wildlife 2000* initiatives. About 1.5 million acres of wildlife habitat improvement will be accomplished and some 1,715 habitat improvement projects will be maintained at the continuing funding level. These accomplishments include those achieved with challenge cost-share funding as well as those completed entirely with appropriated funds.

Specific investments to improve upland areas which directly affect the condition of adjacent riparian areas will receive priority for implementation. Implementation of the Columbia and Snake River Basin Anadromous Fish Management Plan will be a priority. About \$2,300,000 of this \$9.6 million effort will be directed to the upland watersheds of these river basins. Watershed conditions on these drainage basins will be improved through the development, modification and implementation of livestock management techniques and other activities. Improvement activities will include off-site water development, protective fencing, noxious weed control, vegetative treatments and other actions designed to reduce erosion and improve water quality.

In the southwest, \$350,000 will be used to continue restoration efforts on the Rio Puerco watershed in New Mexico. Management efforts on this critical watershed will include dam and



roadway maintenance, design and construction; vegetative treatments to stable erosive soils; and intensive management of surface disturbing activities such as oil and gas development, ORV use and livestock grazing. Approximately 40 erosion control structures are planned for maintenance or reconstruction in 1995. Interagency efforts are also planned to expand baseline monitoring data.

In 1995, \$800,000 is planned as a continuation of efforts to reduce salinity discharges within the Colorado River basin as required by the *Colorado River Basin Salinity Control Act, as Amended*. Through management planning, project development, and monitoring, the BLM is participating with other members of the salinity control forum in efforts to mitigate damage resulting from increased salinity levels from non-point sources.

The rangeland improvement policy encourages private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and shifts project maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements such as reservoirs and water developments requiring specialized equipment. The BLM has reduced expenditures by a policy of not developing new improvements that are extremely costly. Instead, the BLM relies on either the existing improvements or the implementation of new management practices to maintain rangeland conditions.

Partners in Flight

The *Partners In Flight* initiative is a large coordinated conservation effort between federal, State and private conservation interests. The primary goal of this program is to stem the downward trend of neotropical migratory birds that typically summer in temperate climates and winter in Mexico and Central America. The BLM has identified 246 species of nongame birds that rely heavily on Public Lands either for nesting habitat or as resting areas during annual migrations.

For the majority of BLM lands there is a lack of information on the status and needs of many of these species. As a result, the majority of efforts currently underway are focused at determining status and trends of many species. The BLM, as one of the principal land stewards in the West, plays an active role in this effort by working with other State and Federal agencies, private conservation interests and individuals in establishing and surveying new breeding bird survey routes and monitoring avian use in representative habitats such as sagebrush-steppe vegetation and desert riparian areas.

During 1995 the BLM will continue to identify data gaps, establish new monitoring sites, and complete a number of site specific inventories on key areas such as the San Pedro National Riparian Conservation Area in Arizona and the Birds of Prey National Conservation Area and Chilly Slough in Idaho. The BLM is working with local working groups to develop standardized inventory and monitoring protocols to ensure consistency over the entire western U.S. landscape. The BLM is also providing technical expertise to Mexico and other Central American biologists that are participating in this effort south of the U.S. border.

The BLM is also working to restore a variety of habitats to aid in achieving program goals. For example, all of the work being done to improve riparian habitats will benefit the majority of neotropical migrants since many require healthy riparian zones for breeding, feeding or as migration corridors.

Watchable Wildlife

The BLM's *Watchable Wildlife* initiative is a vital component of the BLM's *Fish and Wildlife 2000* Strategic Plan for improving wildlife, fish, and special status species habitats on public lands. The *Watchable Wildlife* initiative includes development, in cooperation with other State and federal agencies, a national network of wildlife viewing sites nationwide, completion of a series of wildlife viewing guides and other interpreta-



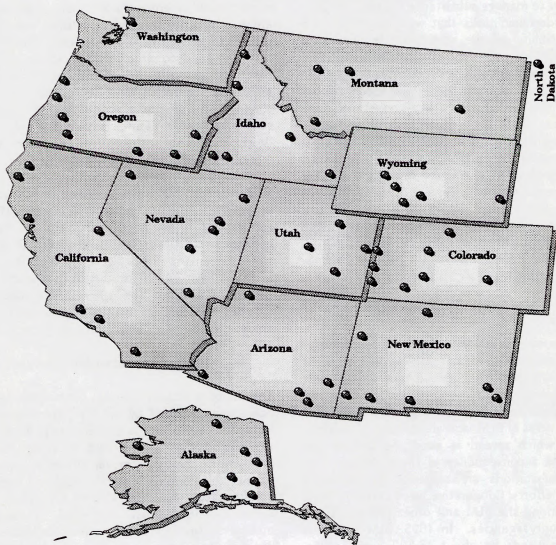
tive materials. To date the BLM has established over 200 viewing areas on Public Lands.

The majority of planned work for 1995 involves implementing several planned actions at each viewing site. Examples include additional directional and interpretive signing, development of hiking and nature trails, providing access for disabled visitors at several sites, and habitat

restoration in the immediate vicinity of several areas such as willow and tree planting, wetland development, eradication of noxious weeds, and protective fencing.

The locations of a portion of the watchable wildlife sites in the Western United States is shown on the figure titled "Watchable Wildlife Viewing Areas".

Watchable Wildlife Viewing Areas



Watchable Wildlife Viewing Area

As of 1992.



Alaska Subsistence Hunting Management Program

The Federal land management agencies in Alaska are responsible for managing subsistence hunting as a result of the State Supreme Court's ruling that Alaska's subsistence law is unconstitutional. As a consequence, in July of 1990, the BLM became responsible for subsistence hunting management on 70 million acres of Public Land in Alaska (an area equal to the combined size of Virginia, West Virginia, Maryland and Kentucky).

In order to manage subsistence hunting, the BLM has undertaken tasks that were previously the responsibility of the state wildlife agency in Alaska. These responsibilities include completing and maintaining accurate inventories of big game populations, assessing herd health and habitat conditions, working as a key cooperator on a statewide basis with other Federal and state agencies, holding local and regional public hearings, setting hunting seasons and bag limits, issuing permits to qualified residents and carrying out necessary law enforcement of the regulations on the Public Land. All of these tasks place a large amount of work and responsibility on the BLM in Alaska. At the ongoing 1995 funding level, BLM would devote \$1,000,000 to Alaska subsistence hunting management, the same as in 1994.

Noxious Weed Control

Noxious weed infestations threaten the productivity of rangelands, wildlife habitat, and adjacent agricultural lands and occur on many Public Lands areas throughout the western United States and pose health hazards to grazing animals. About 8 million acres of BLM land are infested by noxious weeds which spread at about 14 percent per year. As a consequence of their impact to an area, infestations are targeted for increased control efforts. Cooperative weed control efforts exist among the BLM and other Federal, State, and county agencies. In 1995, BLM will treat noxious weeds on about 18,500 acres, an increase of 4,000 acres over 1994 levels. This increase will be accomplished by slightly reducing

the number of structural projects developed and maintained. An additional 15,400 acres of weed control will be accomplished in the Range Improvements activity.

Greenstripping

In 1988, BLM began a multi-program (Range, Wildlife, & Fire Management) effort to re-establish shrubs and other forage plants critical to deer winter ranges and other habitats which were destroyed by wildfires. This effort included research on palatable shrub species and methods of successfully seeding these species in semi-arid areas. Successful treatment methods are being utilized to provide additional forage and cover on less than good condition winter ranges. Efforts have concentrated on identifying forbs and grasses which retain their succulence into the summer, thus providing both a perennial vegetation cover and a natural barrier that will slow down and/or stop the spread of range fires (greenstripping).

To date, nearly 500 miles, covering 16,500 acres, of greenstripping have been implemented. These are located primarily in Idaho but are being expanded into Utah, Nevada, Oregon and other states. Greenstripping projects which are in place in Idaho have proven successful in slowing the spread of wildfire. The 1995 Budget Request includes \$380,000 to continue implementation and evaluation of greenstripping projects.

Wild Horse and Burro Management

The ability to attain a thriving, natural, ecological balance, as required by the Wild Free-Roaming Horse and Burro Act, is primarily dependent on the capability to control wild horse and burro populations through removal of excess animals. At the 1995 funding level, the BLM will remove 9,900 horses and burros from the range, an increase of 700 animals over 1994. These animals, less a small percentage which are injured or die prior to being adopted, will be adopted to the public. (Adoption of wild horses and burros



is addressed in the Wild Horse and Burro Care and Placement subactivity.)

In removing wild horses and burros from the range, the BLM will continue its selective removal policy whereby only young easily adoptable horses are removed from herd areas. This policy reduces overall program costs by reducing the need to train horses through the prison system or to maintain older unadoptable horses in sanctuaries. If unadoptable animals are gathered, they are returned to herd areas rather than being prepared for adoption or held in other facilities.

The BLM will continue to support fertility control measures as a means of reducing herd reproduction rates. Preliminary data from the 1992/1993 pilot fertility control study initiated in Nevada indicate that development of an effective single-shot, multi-year vaccine will require additional research. Research efforts are being continued through the National Biological Survey in 1994 to develop an effective single shot, multi-year immuno-contraceptive vaccine.

The BLM will conduct a pilot study to evaluate this new research in the late fall or early winter of 1994/1995 by treating up to 500 mares. The Nevada BLM will also continue to support studies of wild horse behavior in preparation of implementing fertility management and to evaluate the impacts of selective removals on herd behavior and social dynamics. The BLM will also implement behavioral studies on any new fertility control pilot projects. The 1995 Budget includes \$200,000 for the capture and handling of animals to be treated for fertility control and for follow-up monitoring and evaluation.

Livestock Grazing Use Administration

Livestock grazing is an important use of Public Lands and contributes significantly to the economic stability of many western communities. Administering BLM's livestock grazing activities plays an important role in ensuring proper implementation of grazing management practices on

the land. BLM's grazing administration activities are designed to:

- manage livestock grazing in a manner which meets land use plan objectives and to protect or enhance resource conditions;
- emphasize a strong public service attitude through the timely issuance of grazing billings, permits, leases and other administrative requirements;
- develop agreements or issue decisions to implement grazing use adjustments as timely and reasonably as possible, using a participatory approach including consultation and coordination with affected interests; and
- provide adequate use supervision to assure compliance with management plans and to abate unauthorized use and to control subleasing.

BLM issues about 28,000 grazing bills annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that utilize about 164 million acres of Public Lands for all or part of their yearly forage requirement.

Range use administration and supervision receive emphasis to ensure that grazing is managed to achieve both upland and riparian area objectives and that the terms and conditions of permits and leases are met.

Implementation of land use plan decisions within the rangeland management program is achieved principally through the preparation and implementation of interdisciplinary activity plans. These activity plans specify resource objectives for the rangeland ecosystems, management prescriptions, and range improvement projects or treatments needed to achieve planning objectives. These plans consider the needs of wildlife habitat and fisheries, watershed protection needs, recreational users, and other uses and values.



❖1995 Subactivity Increase❖

Table VI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	93,403	+ 13,080
FTE	1,347	+ 122

The 1995 Budget Request is \$93,403,000 and 1,347 FTE, a net increase of \$13,080,000 and 122 FTE, consisting of increases of \$13,000,000 and 122 FTE for Range Reform, and \$750,000 and 7 FTE for Wildlife Habitat Management, and decreases of \$500,000 and 5 FTE in watershed activity planning, \$100,000 and 1 FTE for Wood River Management, and \$70,000 and 1 FTE for New Mexico playa inventory.

These program changes are summarized as follows:

RangeLand Reform: +\$13,000,000; (122 FTE)

This increase is proposed to begin implementation of the Secretary's *RangeLand Reform '94* initiative. An additional increase of \$1,500,000 is also proposed in the Riparian and Aquatic subactivity to support *RangeLand Reform '94*, bringing the total range reform funding level to \$14,500,000. This multi-resource initiative is designed to improve ecological conditions for rangeland resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. The proposed changes will enable the BLM to better manage public rangeland by ensuring proper functioning of rangeland ecosystems. Improving resource conditions will maintain or improve biological diversity, while supporting other important uses.

This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will

expand opportunities for stakeholders and interested citizens to have a voice in decisions that impact the management of upland ecosystems.

Management actions proposed to implement *RangeLand Reform '94* in the Upland Resources subactivity are described below. Some of these are subject to finalization of the range reform plan.

Allotment/Ecosystem Evaluation (+\$3,000,000 and 28 FTE): Allotments/ecosystems will be evaluated by interdisciplinary teams and with public involvement to determine if uplands are properly functioning and meeting resource objectives, including those for watershed, wild horses and burros, wildlife and others. This evaluation will include watershed analyses to determine watershed conditions and needs and other management needs such as noxious weed control. Ecosystem evaluations will be completed primarily using existing monitoring and inventory data. With the increase, an average of five high priority allotments/ecosystems per BLM resource area will be addressed (800 additional allotments/ecosystems BLM-wide). This effort will include wildlife habitat evaluations on an additional 800,000 acres and ecological site inventories on an additional 500,000 acres.

Allotment Categorization (+\$1,000,000 and 9 FTE): Funding will allow current allotment categorizations (i.e., ranking/priority for management) to be revisited, limited plan amendments to be completed if the criteria for ranking allotments changes, and allotment/ecosystem priorities established.

Standards and Guidelines Development (+\$2,000,000 and 19 FTE): Consistent with national requirements and criteria, regional and local standards and guidelines will be developed, as needed, to guide resource management on specific allotments/ecosystems. Standards and guidelines will be developed in close coordination and consultation with affected and interested members of the public. They will be developed on priority areas to ensure improvement of key watershed areas, important wildlife habitats and other resource



values. Standards and guidelines will be developed on an interdisciplinary basis to ensure they meet the needs of all resource values.

Grazing administration (+\$500,000 and 5 FTE): Funding will cover increased grazing administration costs related to administrative changes, primarily those related to subleasing and grazing preference determinations.

Permit/Lease Terms and Conditions (+\$3,000,000 and 28 FTE): Appropriate terms and conditions will be developed based on regional and local standards and guidelines; allotment evaluations; and activity plan development. These terms and conditions (i.e. utilization limits, ground cover requirements, etc.) will be applied to livestock grazing permits and leases.

Use Supervision (+\$1,000,000 and 10 FTE): Increased funding for use supervision will provide a 25 percent increase in the number of allotments inspected. Increased use supervision will: (1) enhance compliance with the terms and conditions of grazing permits and leases, (2) ensure compliance with proposed leasing provisions, (3) curtail unauthorized livestock use, and (4) ensure compliance of grazing related actions tied to enhancement of riparian-wetland areas.

Ecosystem Planning, including Land Use and Interdisciplinary Activity Planning (+\$2,500,000 and 23 FTE): Current land use plans will be evaluated to determine consistency with Standards and guidelines. On priority areas, such as uplands adjacent to riparian-wetland areas and important wildlife habitat areas, interdisciplinary resource objectives will be developed to ensure resource needs are met. Specific management actions, including grazing duration and intensity, will be outlined to meet identified objectives. An additional 50 interdisciplinary activity plans will be prepared.

Wildlife Habitat Management: +\$750,000; (7 FTE)

Within the context of upland resources, several wildlife habitat management initiatives will receive additional emphasis. Within the increase, additional funds will be used to advance the Watchable Wildlife initiative. Some \$400,000 of

Table VII Rangeland Reform '94 Initiative

Old Budget Structure (Subactivity)	New Budget Structure (Subactivity)	1995 Budget Increase (\$000)
Rangeland Management	Upland Resources	7,500
	Riparian & Aquatic Res.	500
Soil, Water and Air	Upland Resources	3,000
	Riparian & Aquatic Res.	500
Wildlife Habitat & Fisheries Mgmt	Upland Resources	2,000
	Riparian & Aquatic Res.	500
Wild Horses & Burros	Upland Resources	500
Sub-Total	Upland Resources	13,000
Sub-Total	Riparian & Aquatic Res.	1,500
Total		14,500

this increase will be directed toward challenge cost share efforts for watchable wildlife areas, including the San Pedro Outdoor Environmental Education Area and the Betty's Kitchen area in Arizona; visitor facilities and viewing platforms at several watchable wildlife sites in the California desert; and the National Bighorn Sheep Visitor Center and Pronghorn Interpretive Center in Wyoming. Improvements will include parking lots, wheelchair access, kiosks, trail construction and reconstruction, restrooms and interpretive signs. A portion of this increase will be used to conduct an additional 100,000 acres of habitat evaluation for interdisciplinary objectives, and to complete additional maintenance on 85 wildlife projects.



Proposed Structure**Appropriation: Management of Lands and Resources**

Soil, Water and Air Activity Planning: -\$500,000; (-5 FTE)

This reduction represents a reduction of efforts devoted to individual watershed activity planning. Under the ecosystem management approach, watershed activity planning needs will be incorporated into broader interdisciplinary ecosystem management plans developed as a part of *Rangeland Reform '94*. Consequently, these funds can be re-directed to higher priority efforts.

Wood River Management Plan: -\$100,000; (-1 FTE)

The 1994 Interior Appropriations Act directed that \$100,000 be used to continue work on the

Wood River Management plan in Oregon. We anticipate that the plan will be near completion by 1995 and continued funding will not be required.

New Mexico Playa Inventory: -\$70,000; (-1 FTE)

A New Mexico playa inventory was initiated in 1994 as a result of 1994 Congressional Appropriations action. This inventory will be continued as part of the resource evaluations which will stem from ongoing interdisciplinary resource evaluation and planning efforts in the area.

Table VIII Workload Accomplishments, Upland Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Change From 1994 (+/-)
Resource Evaluation				
Soil Survey (000 acres)	2,360	500	500	0
Ecological Site Inventory (000 acres)	3,500	2,000	2,500	+500
Data Collection or Grazing Allotments Monitored (# allot.)	5,700	5,875	6,675	+800
Wildlife Habitat Evaluation (Inventory & Monitoring (000 acres)	3,500	6,000	6,900	+900
Resource Planning				
Wild Horse and Burro - Herd Management Area Plans (# completed)	4	6	12	+6
Upland/Rangeland Management Activity Plans (# prepared or revised)	160	225	275	+50
Resource Improvement and Maintenance				
Watershed Improvements (#)	300	325	325	0
Watershed Projects Maintained (#)	170	240	240	0
Dam Safety Projects (#)	70	100	100	0
Rangeland Projects Developed (#)	290	325	275	-50
Rangeland Projects Maintained (#)	290	300	250	-50
Weed Treatment (acres)	12,500	14,500	18,500	+4,000
Wildlife Habitat Improvement (000 acres)	1,250	1,500	1,600	+100
Wildlife Projects Maintained	1,270	1,715	1,800	+85
Wild Horses and Burros Removed	8,545	9,200	9,900	+700
Wild Horse and Burro Pop'n (End of Year)	46,500	44,400	40,900	-3,500
Livestock Grazing Administration				
Leases/permits Administered (# issued)	28,200	28,200	28,200	0



Justification of Program and Performance

Subactivity: Forest Resources

Table IX Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	9,457	-204	0	9,253	-204
<i>FTE</i>	143	0	0	143	0

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

BLM is responsible for the management, development, and protection of approximately 47 million acres of forest land in 11 western States and Alaska, of which an estimated 11 million acres are forest lands of commercial timber capability, and 35.5 million acres are woodland. These forested lands are uniquely woven throughout the 270 million acres of Public Land, managed by the BLM.

The 2.1 million acres of significant forest ecosystem in western Oregon managed by BLM are included in this total acreage, however, the funding for the management of these lands and program activities are described in the separate "Oregon & California Grant Lands" appropriation account presented later in the Justification.

These lands are the most ecologically diverse lands managed by any Federal agency, with representative plant and animal communities found from the Arctic Ocean to the arid Southwest.

The health of wildlife habitat and fisheries within the forest ecosystem are part of the biological diversity on the Public Land. Managing for biological diversity considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape,

in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. The streams, rivers, springs, lakes, and reservoirs on the Public Land are influenced by forest vegetation, and provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. BLM forest lands provide important habitats for many of the nearly 3,000 species of wildlife and fish, and for many of the over 1,000 federally listed threatened, endangered, or candidate plant and animal species. Anadromous Fisheries habitat occurs in over 13,000 miles of spawning and rearing streams (for salmon and steelhead trout) on the Public Land in Alaska, California, Idaho, Oregon, and Washington. Habitat for resident trout and warm water and resident trout species also provides important social and economic benefits to local communities.

Preserving existing habitat, restoring degraded habitats and participating in recovery planning are high priority responsibilities.

Our management and understanding of forest resource interrelationships continues to change in response to new information and public values. For example, meeting the national demand for raw material such as timber products, continues to be a mainstay of the forestry program. However, timber production objectives are considered in tandem with the demand for other forest



ecosystem values such as wildlife habitat, visual resources, water quality, etc.

Commercial Forest Land Management

The CFL acres are the primary source of commercial sawlogs from BLM administered land. Other products, such as fuelwood, posts, and poles, are also sold from CFL acres where there is a market for these products. These areas are located primarily in California, Colorado, Idaho, Montana, Oregon, and Wyoming. Due to incomplete inventory data, the acreage of operable CFL in Alaska is unknown.

Table X Commercial Forest Land (CFL), (Acres 000s)

State	Total CFL ¹	Operable CFL ²	ASQ (MMBF)
Alaska	7000	-	-
California	241	142	6.5
Colorado	470	174	5.2
Idaho	396	276	16.5
Montana	377	240	11.0
Oregon (E.) ³	220	220	17.1
Oregon (W.) ⁴	2,100	-	-
Wyoming	218	149	6.7
Total	11,022	1,201 ⁵	63.0

¹ Preliminary estimate subject to final inventory.

² Acres that produce 20+ feet³/acre/yr and identified in management plans for timber harvest.

³ Excludes public domain land intermingled with the Oregon and California Grant Lands in western Oregon.

⁴ CFL and ASQ currently under review.

⁵ Approximately 10,487,000 acres are currently excluded or withdrawn from the CFL base for wilderness review, habitat protection, lack of data, topographic limitations, accessibility, site fragility, or for protection of other resource values.

Woodland Management

Woodlands are forest communities which generally occupy more arid sites and are primarily comprised of tree species or sizes that are not suitable for commercial sawtimber. These lands are a natural part of the ecosystem providing a transition between shrub and grass land communities to more heavily forested areas. Woodlands occur in the arid and semiarid environ-

Table XI BLM Woodlands Distribution by State (Acres 000s).

State	Woodlands ¹
Alaska	15,000
Arizona	1,240
California	386
Colorado	3,534
Idaho	385
Montana	138
Nevada	6,210
New Mexico	1,721
Eastern Oregon	286
Utah	6,417
Wyoming	207
Total	35,524

¹ acres that produce less than 20 feet³/acre/yr and that are identified in Management Plans for forest products.

ments of the great basin, intermountain, and desert southwest and are a source of a variety of products such as fuelwood, posts/poles, Christmas trees, and pine nuts. Woodlands contain many archaeological sites thus attesting their historical importance to Native American cultures.

Woodland products are either purchased by individuals for their own use to small businesses that resell them to individuals. Free-use permits are available from BLM for nonprofit groups or organizations. Approximately 4000 permits are issued annually. The large quantity of permits issued represents a substantial public service. For many Native American groups or other rural communities, BLM woodlands provide fuel wood for home heating or cooking.

Timber Salvage

Drought conditions over the past several years have increased the occurrence and effects of forest wildfire and the subsequent death of trees. The drought conditions also contributed significantly to the occurrence and severity of insect outbreaks with resultant bug-killed timber. In order to minimize loss of merchantable volume and to improve forest health conditions, the BLM has placed priority on the salvage of timber in



insect outbreak and fire salvage areas. In 1993, the Forest Ecosystems Health and Recovery Fund was established to promote forest health including salvage and reforestation efforts. Further information on the BLM's 1995 planned salvage effort is covered in the Forest Ecosystems Health and Recovery Fund permanent appropriation.

Resource Management Objectives

The BLM objectives in the management of forested ecosystems are the following:

- provide for forest ecosystem diversity and sustainability while producing a sustained yield of multiple forest products, including recreation and other non-consumptive values, which contribute to community stability and the meeting of national demand for such values;
- ensure that forest management practices are both fiscally and environmentally responsible and are consistent with the RMPs, applicable laws and regulations, and that monitoring of contract operations is conducted to ensure compliance with stipulations governing environmental protection and consistency with plans, safety regulations, and payment schedules;
- support the protection and management of habitat for threatened or endangered species, conduct and support research and studies to provide species protection, and help develop and implement recovery plans as appropriate;
- maintain sustainability of future timber harvest levels by successfully reforesting harvested, burned or otherwise denuded forest land utilizing site preparation, tree planting and plantation protection, and intensive practices such as thinning and fertilization;
- receive fair market value for the sale or use of forest products, and prevent, investigate, and eliminate unauthorized use;
- assist in the improvement of anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy

for the Future" and maintain or enhance the fisheries potential of anadromous fish streams in Pacific Coast drainages;

- ensure natural abundance and diversity of habitats to assure sustainability of wildlife resources on the Public Land as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife habitat conditions;
- assist in the maintenance and improvement of wetland, riparian, aquatic, and terrestrial habitats for plant, fish, and wildlife species and communities, including T/E plant and animal species occurring on forested lands;
- monitor ecological impacts and resource trends to determine effectiveness of mitigation measures in protecting ecosystem function, form, and sustainability, and to ensure compliance with Federal and State laws and regulations including the State nonpoint source management plan; and
- to use the BLM planning system to make land use allocations, environmental assessments, and specific land management objectives and uses.

◆1995 Program◆

Forest vegetation has a significant impact on many resources. The density and structure of forest cover influences land use by many forms of animal and plant life. Historically, natural events such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management practices, managers can closely replicate these natural events to accomplish planning objectives. Under the principles of multiple-use, sustained yield, and environmental sensitivity, forest management practices can emulate natural conditions within forest ecosystems and provide sustainable levels of commodities.

Resource Evaluation

In 1990 a strategic plan "*Forests: Our Growing Legacy*" was designed to improve BLM's capability and effectiveness in addressing a new philosophy



in forest management practices. The strategic plan emphasizes overall forest ecosystem management while providing for the harvest of commercial timber and other forest products. Implementation guidelines were completed in 1991. This document complements other BLM strategic plans including *Fish and Wildlife 2000*, *Recreation 2000*, and the *Riparian/Wetlands Initiative*. This forest management strategy is an essential link to these other BLM programs and strategic plans, and reflects the new forest policy of managing from a forest ecosystems perspective.

The major evaluation processes included in forest management are:

- **Timber Sale Planning** includes collection of inventory data, identifies the need for physical and legal access; cadastral survey requirements; multiple use objectives, constraints, and planned mitigation; and completes the environmental analysis.
- **Monitoring and Review** includes field review and data collection on completed sales and projects to insure compliance with plans and to identify follow up requirements.

Towards achieving more integrated management, the Bureau will draft a "Forest Ecosystem Inventory System" more responsive to the needs of ecosystem management.

President's Forest Plan for the Pacific Northwest

On July 1, 1993 the President announced a blueprint for forest management and economic development designed to strengthen the long-term economic and environmental health of the Pacific Northwest Region. While for BLM the major focus of the Plan is in western Oregon, it also addressed BLM forest lands in northern California. The Forest Plan, which includes 10 options, is patterned after the preferred Option 9 of the Forest Ecosystem Management Assessment Team (FEMAT) report, and sets a new direction in land and forest management for the federal agencies in the Pacific Northwest and

northern California. This Region encompasses BLM managed land in western Oregon and northern California which provide spotted owl habitat.

The Plan addresses environmental concerns while concurrently meeting the economic adjustment needs of communities. Objectives of the Plan include:

- **Ecosystem Restoration and Economic Development Opportunities:** To help offset reductions in timber harvest, provide immediate stimulus to local economies and employment through projects designed to restore impaired ecosystems.
- **Ecosystem Management:** Shift away from a narrow focus on timber harvest activities to a broader ecosystem approach to strengthen wildlife and fisheries management, riparian protection, soil, and watershed management, community involvement, experimentation, education and partnerships, recreation management and tourism support, as well as to provide for greater protection of biological processes and functions in the forest ecosystem.
- **Watershed Based Planning and Management:** Shift away from an approach based on protecting areas inhabited by specific species or forest type, to a new focus for forest planning based on watersheds and "physiographic provinces" that bases management on the unique ecology of each region.
- **Adaptive Forestry:** Identification of Adaptive Management Areas (AMA) for ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future.
- **Sustained Yield Management:** Provide for a sustainable timber harvest annually on Northwest owl Forests.
- **Coordination and Information Sharing:** Establish a new inter-agency Geographic Information System data base designed to enable interagency coordination and landscape management by assuring compatibility of hardware and software



to the maximum extent possible, and to develop-
ing common data standards.

Resource Improvement and Maintenance

Historically, traditional forest development treatments have been directed at promoting maximizing conifer establishment and growth. Ecosystem management concepts today involve a redesign of these treatments and the development of new techniques in order to optimize multiple resource objectives. Activities include encouraging the development of multi-layered forest canopies, creating or improving specific wildlife/fisheries habitats, species diversity, and watershed conditions. Examples include reestablishing forests in riparian zones, promoting mixed conifer/hardwood stands, and in identifying and/or creating snags for cavity dwelling species.

Habitat Management

BLM lands provide habitat for elk, deer, black bear, and other game and non game species. Planned work efforts include habitat improvement projects such as planting desirable forage species into recently logged areas, implementing road closures in sensitive areas, and developing water structures.

The condition of forested watersheds are key to water quality and productive fish habitat. Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon. Several species are being considered for listing as threatened or endangered by the national marine Fisheries Service. Forest management activities are coordinated to insure protection of riparian and fish habitat areas.

BLM forested lands support several hundred Special Status Species (Federally listed, proposed, candidates, and State listed or sensitive) plants and animals. Forested lands are critical for the survival of these species. Many species are isolated to small populations, or unique habitat types such as old growth forests, streams and springs, and wetlands, but several mammals and birds are wide-ranging over large forested areas of the

Coast Range and Siskiyou Mountains for example. Forest management activities are designed to protect federal listed or proposed threatened and endangered species. Proposed projects that might affect such species are reviewed with the FWS through consultation under the Endangered Species Act.

Forested areas embody riparian zones along several hundred miles of BLM managed streams that flow through managed forest areas. Forest management activities are done in conjunction with riparian management and often enhance such. For example, researchers now know that large woody debris (logs and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to instream habitat quality needed for trout and salmon, particularly juveniles. The forestry management program is intimately involved in ongoing riparian restoration work to accelerate habitat restoration through planting of conifer species along riparian zones or through the placement of woody debris.

Forested areas embody numerous wetland habitats that support a wide diversity of plant and animal species unique to the region. Forest management activities are coordinated to insure wetland objectives are met.

Habitat Recovery Plans

Forest Resources are a significant component in certain recovery plans for special species. Recovery plans, prepared under the auspices of the FWS, identify habitat and work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM will continue to implement existing T/E recovery and management plans for species which rely on the Public Land for habitat.

Forest Products

The harvest of forest products is increasingly being planned to enhance other resource uses. Major steps included in marketing timber include:

- *Sale Preparation* includes sale layout, access acquisition, road design, timber cruising and



appraisal, economic assessment, contract preparation, and sale advertising.

- *Sale Administration* involves conducting the sales, awarding the contracts, and administering the contracts to ensure compliance with the terms of the timber sale contract.

- *Reforestation and Forest Development* identifies silvicultural practices needed to re-establish or maintain desired forest structure, diversity, and sustained future growth.

For 1995, BLM plans to offer 55 million board feet of timber for sale on Public Lands (outside of western Oregon) under the commercial sale program (Table XII). Associated work includes site preparation, reforestation, and timber stand improvement. BLM will continue to refine its woodland inventory data, and expand the variety of woodland products sold. Demand work associated with issuing permits for other forest products will also be accomplished. Forest management activities on the Oregon and California (O&C) revested land (western Oregon) are discussed under the "Oregon and California Grant Lands" appropriation account.

Selling Woodland Resource Products

Selling woodland products involves most of the same activities as selling commercial timber. The activities are: (1) establishment of product harvest areas; (2) support activities such as environmental analysis and archaeological surveys; (3) sale and issuance of permits; and (4) field compliance monitoring. Table XIII shows the total value of all timber and non-timber forest products sold on lands administered by the BLM was nearly \$7.9 million (excluding Western Oregon).

Sawtimber made up most of the volume of disposed timber. Sale of non-timber forest products and other vegetal materials brought in about \$300,000 Bureauwide. Non-timber products include Christmas trees, pinyon nuts, wildlings, boughs & greens, and native plants such as cactus, yucca, Joshua trees, moss, etc. In a typical year, approximately 44,000 cords of fuelwood, 102,000 posts or poles, 58,000 Christmas trees,

and 219,000 pounds of boughs and miscellaneous greenery are sold. In addition, other products commonly sold include pine nuts, seedlings, cactus, cones, and about 25 other products.

Table XII Estimated Volume Sold, Harvested, and Sale Price, 1994-95

FY	Total volume sold and harvested		PD harvested and Federal Receipts		
	MMBF (sold)	MMBF (cut)	\$/MBF	MMBF (cut)	Receipts (\$'000's)
1994	85	189	113	55	6,215
1995	295	219	128	55	7,040

Reforestation of Backlog Acres

Although 10,000 acres of previously identified backlog have been reforested, approximately 10,000 acres remain. Most backlog acres are not the result of past logging by BLM. They are more often the result of past natural events or were acquired in a non-stocked condition. Current funding levels are not sufficient to achieve a complete reduction of backlog acreage. In addressing funding needs, a higher priority is given to accomplishing reforestation on newly deforested areas to avoid creating additional backlog acreage. With the 1995 Budget level, the BLM will accomplish about 1,500 acres of reforestation, an estimated increase of 262 acres over 1994 levels. Also, the Bureau will accomplish about 1,500 acres of reforestation, an estimated increase of 262 acres over 1994 levels. Also, the Bureau will accomplish 700 acres of timber stand improvement, an increase of 35 acres over 1994.

Columbia and Snake River Basin Management

In 1988, strategies were developed for achieving anadromous fisheries improvement goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluating 3,480 miles of streams; improving 464 stream miles through various land management



Table XIII Sale of Forest Materials from BLM Administered Lands (Awarded 1993)

Administrative State	Product	Units	Total Sale Price
Alaska	Timber Products	Volume 0.6 MMBF	\$5,415
	Non-timber Products	varies	-
Total AK			\$5,415
Arizona	Timber Products	Volume 0.3 MMBF	\$3,380
	Non-timber Products	varies	\$48
Total AZ			\$3,428
California	Timber Products	Volume 10.1 MMBF	\$2,810,379
	Non-timber Products	varies	\$651
Total CA			\$2,811,030
Colorado	Timber Products	Volume 3.9 MMBF	\$134,873
	Non-timber Products	varies	\$41,705
Total CO			\$176,578
Idaho	Timber Products	Volume 7.0 MMBF	\$738,044
	Non-timber Products	varies	\$1,336
Total ID			\$739,380
Montana	Timber Products	Volume 7.1 MMBF	\$1,231,101
	Non-timber Products	varies	\$8,615
Total MT			\$1,239,716
Nevada	Timber Products	Volume 3.6 MMBF	\$44,843
	Non-timber Products	varies	\$68,510
Total NV			\$113,353
New Mexico	Timber Products	Volume 2.9 MMBF	\$41,104
	Non-timber Products	varies	\$8,353
Total NM			\$49,457
Oregon (Eastern ¹)	Timber Products	Volume 4.6 MMBF	\$2,346,002
	Non-timber Products	varies	\$3,675
Total OR			\$2,349,677
Utah	Timber Products	Volume 4.5 MMBF	\$46,271
	Non-timber Products	varies	\$34,842
Total UT			\$81,113
Wyoming	Timber Products	Volume 3.1 MMBF	\$286,374
	Non-timber Products	varies	\$7,345
Total WY			\$293,719
Total All States			\$7,862,865



practices in order to increase production of salmon and steelhead by 172,000 fish annually; preparing 15 cooperative habitat management plans, and monitoring of high priority habitats.

In 1992, BLM started receiving additional funds for anadromous fish habitat improvement work on the Columbia and Snake River Basins in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. This funding enabled the BLM to begin implementing priority actions associated with the *Columbia and Snake River Basin Anadromous Fish Management Plan*. Objectives include streamside and fisheries improvement projects, such as aspen planting and juniper thinning. Efforts will be focused on areas with endangered fish runs. The planting of aspen and other species provide vegetative structure in the riparian zone, stream bank stability, and as trees die are important in creating in-stream structure. The thinning of juniper in upland areas will increase available water without increasing

overland flows. These efforts will go along way toward increasing water quality and quantity, reducing water temperatures and improving spawning and rearing habitat for endangered fish runs. In the Forest Resources program for 1995, a continuing effort of \$550,000 is in direct support of the Columbia-Snake River Anadromous Fish Habitat Management Plan.

Watershed planning, development, and maintenance provide for stabilizing soils, improving watershed conditions, and overall, insuring the sustainability of riparian and aquatic resources. Similarly, the water transport system from the mountains to the ocean, provides continuity throughout the landscape. The water transport system flows through or from forested areas and provides critical living corridors for fish and wildlife species. As stated forest resource management activities will be planned and carried out in an interdisciplinary manner helping to ensure the achievement of multiple objectives, and a sustainable environment.

Table XIV Timber Management Workload Accomplishments 1993, 1994, 1995 (excluding western Oregon).

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Timber offered for sale (MBF)	47,700	55,000	55,000	0
Site Preparation (acres)	1,739	3,076	2,000	-1,076
Reforestation (acres)	1,825	1,238	1,500	+262
Timber Stand Improvement (acres)	550	665	700	+35



Justification of Program and Performance**Subactivity: Riparian and Aquatic Resources****Table XV** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	18,777	+91	1,800	20,668	+1,891
FTE	265	0	+17	282	+17

¹ Please see the cross-walk table for a derivation of these budget levels.**◆1995 Subactivity Description◆****Resource Description**

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the Public Lands including the Columbia and Snake Rivers of the Pacific Northwest, the prairie pothole region of Montana and the Dakotas, and others. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well. BLM has made improvement of riparian-wetlands a high management priority.

In 1991, the BLM director approved the *Riparian-Wetland Initiative for the 1990's*, which establishes national goals and objectives for managing riparian-wetland resources on public land. The plan places emphasis on maintaining and improving riparian-wetland habitats through a coordinated approach which involves a variety of disciplines and user groups.

In an effort to accelerate restoration and improvement of the Public Lands, the Secretary has initiated the *Rangeland Reform '94* effort. This initiative is a multi-program effort to improve upland and riparian resource conditions. It is

designed to improve resource conditions by improving upland and riparian vegetation, improve watershed conditions and to enhance livestock grazing administration procedures. The Secretary is working closely with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups to develop this innovative reform plan.

In addition to the nearly \$18,800,000 current funding level in this program, about \$6,600,000 will be expended off-site to improve the condition of adjacent uplands resources and forest resources and in support of obtaining water rights. These funds are included in the Upland Resources, Forest Resources and Realty and Ownership Management subactivities. Specific areas of significance where emphasis will continue in 1995 include the San Pedro and Gila Box Riparian National Conservation Areas in Arizona, the Warner Wetlands in Oregon, Marys River in Nevada, and Dos Palmas in California, among others.



Waterfowl Habitat Management

The Public Lands contains approximately 17 million acres of wetlands which are essential to continental populations of migratory waterfowl and shorebirds. In 1988, a strategic plan was developed which outlines BLM's role in implementing the North American Waterfowl Management Plan (NAWMP). A total of 229 waterfowl habitat management areas occur on BLM lands, of which 52 are identified as major areas of concern in the NAWMP. Over 60 of the 229 waterfowl areas have had HMPs prepared. There are many opportunities to continue habitat management efforts in joint venture areas in the Prairie Pothole Region, the Central Valley area in California, in areas of Alaska, and on other key waterfowl areas. In 1994, the BLM is taking the lead for implementation of a coordinated effort known as the "Joint Intermountain Venture" to improve waterfowl habitat.

Fisheries Habitat Management

The streams, rivers, springs, lakes, and reservoirs on the Public Lands provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities.

- **Resident Fisheries.** Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 155,000 miles of stream, 192,000 acres of reservoirs, and 4 million acres of lakes. In 1993, the BLM completed the "Resident Fish Habitat Management Strategy." This strategy outlines the priorities in resource inventories, restoration projects, and budgetary and personnel needs to adequately manage this valuable resource.

- **Anadromous Fisheries.** Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on the Public Lands in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish that spawn in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at \$40,000,000. In addition, over 1,500,000 days of recreational fishing produce approximately \$24,000,000 in economic benefits to local communities.

In 1993, a review and update of the existing national anadromous fisheries strategy was initiated. Two of the three components of the strategy, the Columbia/Snake Rivers Initiative and the Pacific Coastal Initiative, were completed in 1993. The final component, the Alaskan Initiative, will be completed in 1994.

Resource Management Objectives

The major objectives of this program are to:

- manage riparian-wetland and aquatic areas to achieve healthy and productive conditions for long-term benefits and values
- restore and maintain riparian-wetland areas so that 75 percent or more are in proper functioning condition by 1997. The overall objective is to achieve an advanced ecological status, except where resource management objectives, including proper functioning condition, would require an earlier successional stage;
- monitor and evaluate high priority areas including grazing allotments with special emphasis directed to riparian areas;
- establish ecological site baseline data on high priority riparian areas for use in developing management plans, monitoring studies, and determining proper functioning condition;
- prepare new/revised activity plans that include resource objectives developed using an interdisciplinary approach that considers the vegetation attributes needed to meet ecosystem objectives,



including those for fish and wildlife, livestock, wild horses and burros and other uses;

- perpetuate a diversity and abundance of waterfowl by managing the wetlands and other important waterfowl habitats on the Public Lands appropriately and by enhancing their conditions;
- maintain or enhance the fisheries potential of anadromous fish streams in the Pacific coast drainages;
- manage habitat for resident fish species that spend all or part of their life cycles on the Public Lands and that are of high economic, social, or scientific value to local communities and the Nation; and
- improve the quality and quantity of recreational fisheries on the Public Lands in a manner consistent with conservation ethics and resource capability.

◆1995 Program◆

Resource Evaluation

In recent years, the BLM has expended considerable effort in evaluating the condition, trend and health of riparian-wetland and aquatic areas. An assessment technique has been developed to determine and report on the functioning condition of these areas. The condition of riparian areas is reported in four categories: proper functioning condition, functional-at risk, nonfunctional, and unknown.

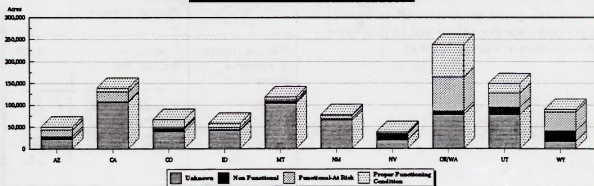
Riparian and aquatic areas are functioning properly when adequate vegetation, landform, or large woody debris is present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment, capture bedload, and aid floodplain development; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity.

Trend is also reported for riparian areas and is a key consideration in interpreting the data. Areas identified as functional-at risk, with a downward trend, are often the highest management priority because they are in danger of immediate degradation. At the same time, these areas often retain much of the resiliency associated with functioning areas and there is usually opportunity to reverse this trend through changes in management.

Since riparian-wetland areas are characterized by the interactions of vegetation, soils, and hydrology, the process of assessing whether riparian-wetland areas are functioning properly requires an evaluation by an interdisciplinary team. The team normally includes specialists in vegetation, soils, hydrology and fish and wildlife management.

Based on available inventory data, about 15 percent of the BLM riparian wetland areas in the

Condition of Riparian-Wetland Areas (Acres)
FY 1995



11 western states are in proper functioning condition while 20 percent are functioning-at risk. The condition on some 55 percent of these riparian-wetland areas is still unknown. In Alaska, about 70 percent of the riparian-wetland areas are properly functioning, while the condition on about 30 percent of the riparian-wetlands is unknown. The figure titled "Condition of Riparian-Wetland Areas" shows riparian-wetland conditions for the 11 Western states.

A methodology for assessing aquatic habitats is currently undergoing final review and is expected to be published in 1994.

Interdisciplinary Activity Planning

Implementation of land use plan decisions is achieved principally through the preparation and implementation of activity plans. These activity plans specify resource objectives for riparian and aquatic ecosystems, management prescriptions, and improvement projects or treatments needed to achieve resource objectives.

Activity plans are developed on an interdisciplinary basis and are designed to manage the riparian and aquatic resources to meet water quality and quantity needs, fisheries and wildlife habitat needs, provide sustained yield of forage plants, and to meet other resource objectives. Plans addressing riparian and aquatic resources are closely coordinated with objectives and management activities on the adjacent upland resources and forest resources ecosystems. The development and implementation of coordinated management prescriptions for specific riparian-wetland areas are prerequisites to success in achieving long-term objectives on entire watersheds. Activity plans are monitored to analyze changes in resource conditions and to determine if resource objectives are being met.

Resource Improvement and Maintenance

Columbia and Snake River Basin Anadromous Fish Management

In 1992, BLM started receiving additional funds for anadromous fish habitat work on Public Lands in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. This funding has enabled the BLM to begin implementing those priority actions associated with the Columbia and Snake River Basin Anadromous Fish Management Plan. In 1995, BLM will continue efforts to implement improvement objectives in the Columbia and Snake River basins. Total funding for this effort in 1995 will continue at a level of \$9,578,000. Of this total, \$4,717,000 is funded from this subactivity

Table XVI Columbia and Snake River Basin
Anadromous Fish Management

Old Budget Structure (Subactivity)	New Budget Structure (Subactivity)	1995 Budget Request (\$ 000s)
Forest Management	Forest Resources	550
Rangeland Management	Upland Resources	2,251
	Riparian and Aquatic Resources	940
Soil, Water & Air Mgmt.	Upland Resources	60
	Riparian and Aquatic Resources	240
Wildlife Habitat & Fisheries Mgmt	Riparian and Aquatic Resources	3,537
	Threatened and Endangered Species	2,000
Total		9,578



to provide for the in-stream and streamside aspects of this effort, including water rights acquisition where necessary.

Actions being undertaken in 1994 to improve anadromous fish habitat in the Columbia and Snake River basins include inventorying 450 miles of habitat, completing 30 in-stream improvement projects affecting about 100 miles of habitat, and maintaining 50 existing projects. A similar level of effort will continue in 1995.

A key element of this effort is to improve resource conditions on the adjacent upland and forest resources areas. Watershed analysis efforts will be completed on high priority areas to ensure the overall health and productivity of entire watersheds.

PACFISH

The BLM will continue to work with the U.S. Forest Service on the PACFISH strategy for the management of salmon, steelhead, and sea-run cutthroat trout in watersheds in California, Oregon, Washington, Idaho, and Alaska. The PACFISH strategy aims to maintain or restore habitat conditions for the sustained natural production of these Pacific anadromous fish. The PACFISH effort complements actions initiated for the management of anadromous fish in the Columbia and Snake River basins. The PACFISH effort is expanded to include other key streams and watersheds supporting Pacific anadromous fish. The BLM estimates that approximately \$10 million in existing funding, including funding from the O&C Grant Lands account, will be directed toward achieving PACFISH objectives.

Fisheries Habitat Improvement

In 1995, the BLM will continue fisheries habitat improvement efforts throughout the West. One such effort is the cooperative project initiated in 1994 to improve fisheries habitat at Lake Havasu, AZ. This effort is funded at \$750,000, and will be used as part of a large Challenge-cost-share effort with 4 other partners, including the private sector. In 1994 BLM will improve access at 2 recreation sites and enhance habitat in seven

coves by installing 8,000 fish habitat structures. Program funds in 1995 will be used to improve angler access to the Lake at 2 new sites (including access for the physically challenged) and for continuation of the installation of bass shelters, catfish houses and other habitat improvement structures. About 8,000 additional habitat improvement structures are planned in 1995.

Riparian-Wetland Improvements

Although much remains to be done, the BLM is making progress in implementing of the *Riparian-Wetland Initiative*. Program funding for this initiative is \$18,700,000, of which \$12,060,000 is in this subactivity to address the in-stream and aquatic aspects of the effort to meet the goal of having 75 percent of all riparian areas in proper functioning condition by 1997. Accomplishments to date include completing inventory of over 7.5 million acres, preparing or modifying over 300 new activity plans, developing nearly 1,200 improvement projects, maintaining 1,200 existing projects, monitoring over 1,100 existing management plans, and the acquisition of over 50,000 acres of wetland-riparian areas through land exchanges.

Specific examples of on-the-ground accomplishments include such things as repairing water control structures at the 9,000-acre Pariette Wash Wetland in Utah; completing construction of the Custer Reservoir Dam in Montana which contains over 1.5 miles of shoreline that have been fenced and planted with a variety of nesting and forage plants for waterfowl; creating numerous nesting islands in small ponds and reservoirs throughout Custer and Rosebud Counties in Montana; and planting over 10,000 willows for bank stabilization and wildlife cover along Cedar Creek in California. In 1995, BLM plans to continue implementation of priority tasks that have been outlined in the riparian-wetlands plan.



◆ 1995 Subactivity Increase ◆

Table XVII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	20,668	+1,800
FTE	282	+17

The 1995 Budget Request is an increase of \$1,800,000 and 17 FTE, consisting of an increase of \$1,500,000 and 15 FTE for *Rangeland Reform '94*, and an increase of \$300,000 and 2 FTE for the BLM's riparian-wetland initiative.

These program changes are summarized as follows:

Rangeland Reform: +\$1,500,000; (+15 FTE)

This increase is proposed to begin implementation of the Secretary's *Rangeland Reform '94* initiative. An additional increase of \$13,000,000 is also proposed in the Upland Resources subactivity to support *Rangeland Reform '94*, bringing the total Range Reform funding level to \$14,500,000. This multi-resource initiative is designed to improve ecological conditions for upland and riparian resources, fisheries and wildlife species and habitat, wild horses and burros, watershed values, and other resource values while providing for sustainable development. This initiative is being developed in close coordination with the Congress, Western State Governors, the livestock industry, environmental organizations, and other constituent groups. It will expand opportunities for stake holders and interested citizens to have a voice in decisions that impact the management of riparian ecosystems.

The Riparian and Aquatic Resource subactivity components necessary to implement *Rangeland Reform '94* are described below. Some of these

are subject to finalization of the range reform policy.

Allotment/Ecosystem Evaluation +\$500,000; (+5 FTE): Allotments/ecosystems will be evaluated by interdisciplinary teams to determine if riparian areas and associated uplands are properly functioning and meeting resource objectives, including those for watershed, wild horses and burros, wildlife, livestock and others. This evaluation will analyze riparian resources to determine conditions and needs. Riparian and wetland evaluations will be completed primarily using existing monitoring and inventory data. Within the total program effort, an average of 5 high priority allotments/ecosystems per BLM resource area will be addressed (an increase of 800 allotments/ecosystems BLM-wide). This effort will include riparian evaluations on about 500 stream miles.

Standards and Guidelines Development +\$500,000; (+5 FTE): Consistent with national requirements and criteria, regional and local standards and guidelines will be developed, as needed, to guide resource management on specific allotments/ecosystems. These standards and guidelines will be developed to ensure improvement of key watersheds, riparian areas, important wildlife habitats and other resource values. They will be developed with close coordination with interested and affected members of the public. They will be developed on an interdisciplinary basis to ensure they meet the needs of all resource values.

Ecosystem Planning, Including Land Use and Interdisciplinary Activity Planning +\$500,000; (+5 FTE): Standards and guidelines will be evaluated to determine consistency with current land use plans. On riparian areas, interdisciplinary resource objectives will be developed to ensure resource needs are being met, including those for vegetation, water quality, livestock, and fish and wildlife habitat. Specific management actions, including grazing duration and intensity, will be outlined to meet identified objectives.



The following table compares the funding for the rangeland reform initiative in the current budget structure and the proposed budget structure.

The following table identifies the distribution of funding directed specifically toward BLM's riparian-wetland initiative.

Table XVIII Rangeland Reform Initiative

Old Budget Structure (Subactivity)	New Budget Structure (Subactivity)	1995 Budget Increase (\$000)
Rangeland Management	Upland Resources	7,500
	Riparian & Aquatic Resources	500
Soil, Water and Air	Upland Resources	3,000
	Riparian & Aquatic Resources	500
Wildlife Habitat & Fisheries Mgmt	Upland Resources	2,000
	Riparian & Aquatic Resources	500
Wild Horses & Burros	Upland Resources	500
Sub-Total	Upland Resources	13,000
Sub-Total	Riparian & Aquatic Resources	1,500
Total		14,500

Riparian-Wetland Initiative +\$300,000; (+2 FTE)

An increase of \$300,000 is requested to augment funding directed to BLM's multi-program riparian-wetlands initiative. This increase will primarily focus on fisheries projects. Specifically, this increase will provide habitat improvements on an additional 40 miles of stream and on an additional 400 acres. It will also provide for the maintenance of 20 additional projects.



Table XIX Riparian-Wetland Initiative

Old Budget Structure (Subactivity)	1994 Enacted to Date	New Budget Structure (Subactivity)	1994 Enacted to Date	1995 Budget Request	Change From 1994 (+/-)
Rangeland Management *	6,100	Upland Resources	4,540	4,540	0
		Riparian & Aquatic Resources	1,560	1,560	0
Soil, Water and Air	5,300	Upland Resources	800	800	0
		Riparian & Aquatic Resources	3,200	3,200	0
		Realty & Ownership Mgmt. (Water Rights)	1,300	1,300	0
Wildlife Habitat & Fisheries Mgmt	7,300	Riparian & Aquatic Resources	7,300	7,600	+300
Total	18,700		18,700	19,000	+300
* Includes \$900 from the Range Improvements Activity					

Table XX Workload Accomplishments, Riparian and Aquatic Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Aquatic Habitat Evaluation (miles)	1,475	1,650	2,150	+500
Aquatic Habitat Evaluation (acres)	583	660	860	+200
Aquatic Habitat Improvement (miles)	315	500	540	+40
Aquatic Habitat Improvement (acres)	3,100	5,000	5,400	+400
Project Maintenance (#)	405	400	420	+20



Justification of Program and Performance

Subactivity: Threatened and Endangered Species

Table XXI Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	17,531	+82	+500	18,113	+582
FTE	235	0	+5	240	+5

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

The Endangered Species Act (ESA) of 1973, as amended, requires that BLM carry out programs for threatened and endangered (T/E) species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other BLM program actions are not likely to jeopardize a species or destroy its habitat.

The number of listed species inhabiting the Public Lands has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1995, the Public Lands are expected to provide part or all of the habitat requirements for over 200 listed T/E plant and animal species, involving about 16 million acres of habitat. To slow down the trend of the increasing number of T/E species, specific goals, objectives, and planned actions for the management of the Public Lands in the future have been identified.

This subactivity addresses not only Federally listed or candidate species but also the management of at-risk species, sensitive species, rare species, and other special status species. Species

addressed occur in the upland, forest, and riparian/aquatic ecosystems.

- *Listed species.* BLM's T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing a species and help bring about its recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions; inclusion of specific T/E objectives in recovery plans and/or activity plans, such as coordinated interdisciplinary plans and HMPs; and implementation of a monitoring system to track population trends, habitat conditions and specific on-the-ground management activities.

Desert Tortoise Habitat

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing certain species, such as the desert tortoise and the northern spotted owl, by utilizing a rangewide approach to habitat management. In each of the 4 States (Arizona, California, Nevada, Utah) where desert tortoises occur, rangewide habitat management plans are in place. The management strategies incorporated into the plans include categorizing habitats throughout the species' range, monitoring key habitats, and minimizing negative impacts from other uses. The recent listing of the desert tortoise as a threatened species in the Mojave Desert places greater



emphasis on implementing BLM's rangewide plan and monitoring of tortoise habitat.

Columbia-Snake River Salmon

Management of candidate and Federally listed species of anadromous fish in the Columbia and Snake River Basins of Oregon, Washington, and Idaho will continue in 1995. Funding for this multi-program effort, which also includes actions directed toward non-listed anadromous fish species, is spread between this subactivity and the Riparian and Aquatic Resources, Upland Resources, and Forest Resources subactivities. The distribution of funding is shown on the following table.

Table XXII Columbia and Snake River Basin Anadromous Fish Management

Old Budget Structure (Subactivity)	New Budget Structure (Subactivity)	1995 Budget Request
Forest Management	Forest Resources	550
Rangeland Management	Upland Resources	2,251
	Riparian & Aquatic Resources	940
Soil, Water & Air Mgmt.	Upland Resources	60
	Riparian & Aquatic Resources	240
Wildlife Habitat & Fisheries Mgmt	Riparian & Aquatic Resources	3,537
	Threatened and Endangered Species	2,000
Total		9,578

Northern Spotted Owl

The northern spotted owl was Federally listed as a threatened species effective on July 23, 1990, and as a result, BLM's management of program activities affecting the habitat of the owl have been significantly impacted. Recovery/activity

plans are currently being developed in cooperation with the Fish and Wildlife Service and other participating agencies. Additional inventory, monitoring, and habitat improvement projects on Public Lands will be required to recover owl populations to a secure level. The O&C Grant Lands account addresses additional management actions related to this species.

- *Candidate species.* At least 1,200 plant and animal species that occur on the Public Lands are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. In 1992, this involved over 630 plants and 570 animals including a number of rare insects and snails that are found only on the Public Land. Many species occupy vast areas of the Public Land, while others are confined to isolated springs or unique natural plant communities. The BLM's policy objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as threatened or endangered by either the State or Federal government.

- *Special Status Fisheries.* Over 110 fish species are either Federally-listed as threatened, endangered, or are candidates for Federal listing. Most of these species occur in the Great Basin or Desert Southwest and many are found only on the Public Land. Some species, such as Lahontan cutthroat trout, once ranged over broad areas and thousands of miles of streams in Nevada, California and Oregon. The range of this species is currently restricted to the headwater reaches of certain streams.

A strategy plan has been developed which identifies goals and objectives for managing the habitat of special status fishes. The plan identifies the following optimal needs over the next 10 years: inventory of 5,749 miles of stream and nearly 5,000 acres of lakes and ponds, preparation of 300 activity plans, 450 habitat improvement projects, over 150 research studies, preparation of 300 monitoring plans, acquisition of critical habitat and expanded environmental education



activities to increase public awareness of the importance of these species.

- *Special Status Plants.* In 1992, BLM completed a strategy plan for special status plants. The plan was designed to address long-term management goals and objectives for 720 species that are either Federally-listed as threatened or endangered, or are candidates for listing. Examples of proposed actions that have been identified as ultimately needed include: complete inventories on 143 million acres to determine locations, abundance, and threats to populations; complete nearly 460 studies on specific plant populations to define biological and ecological needs and to develop actions that will be required to recover species to stable population levels; prepare about 500 activity plans; construct some 250 projects for plant species protection; acquire important habitat areas; expand monitoring of known populations; and implement environmental education and awareness programs that will aid in the protection and recovery of species that are especially vulnerable to man's activities.

- *Special Habitats.* The Public Lands encompass a large array of habitats, plant communities and ecosystems, many of which are rare and/or vulnerable. Under objectives specified in *Fish and Wildlife 2000* and the *Special Status Plants Strategy Plan*, BLM will identify and monitor such habitats (e.g., plant communities/ecosystems) and implement management decisions to ensure the maintenance of the habitat's unique characteristics. These actions, in combination with other habitat management actions, will help ensure maintenance of biological diversity on the Public Lands, as well as the continued presence of rare or vulnerable plant and animal species habitats.

Resource Management Objectives

The major objectives of this program are to:

- increase populations of threatened and endangered (T/E) plants, fish and wildlife on Public Lands, and restore species and populations to historic ranges, consistent with BLM land use plans, in cooperation with Federal and State wildlife agencies;

- manage the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as threatened or endangered by either State or Federal Governments; and

- enhance conservation programs and habitat management for special status fish species.

◆1995 Program◆

The BLM received a significant increase (about 50 percent) in program funds for the T/E program in 1994. This level of effort will be continued in 1995 to address both existing and potential T/E species issues on the Public Lands. As a result of this increase, the BLM is nearly doubling the level of habitat evaluation over 1993 levels and is increasing restoration of T&E habitat by approximately 50 percent. The number of T&E habitat projects needing maintenance has declined over previously estimated levels which will allow BLM to focus more attention on restoration efforts and increased surveys of candidate species.

The BLM has recently entered into a multi-agency agreement with the Forest Service, Fish and Wildlife Service, National Park Service and the National Marine Fisheries Service which establishes a general framework for the conservation of species that are tending toward federal listing as threatened or endangered under the *Endangered Species Act*. Through interagency participation, conservation assessments and agreements outlining management needs will be developed to remove, reduce, or mitigate threats to candidate or sensitive species to prevent their need to be listed.

Resource Evaluation

The continuing program for 1995 will provide for evaluating some 10 million acres of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs.



Habitat evaluations will be expanding on a watershed basis with special emphasis in the Columbia and Snake River basins and other watersheds supporting anadromous fish.

Interdisciplinary Activity Planning

Management of threatened and endangered species is a key element in preparing interdisciplinary activity plans as well as program activity plans. Actions necessary to protect or enhance threatened and endangered species are identified in these plans.

Specific plans directed toward the management of candidate or listed species are also prepared. These include recovery plans as well as broader strategy plans such as those prepared for special status fish and plants.

Resource Improvement and Maintenance

In 1995, BLM will be involved in preparing about 50 recovery plans. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with specific habitat management plans when necessary to accomplish its portion of the recovery efforts. About 60 habitat management plans with a T/E emphasis will also be written or revised. BLM will continue to implement and monitor existing T/E recovery and management plans for species which rely on the Public Lands for habitat.

The BLM will be an active participant in the cooperative *Bring Back the Natives* effort along with the U.S. Forest Service and the National Fish and Wildlife Foundation. The goal of this effort is to restore the health of entire riverine systems and their native species. National, State, and local partners and volunteers are also supporting actions which target key habitats and plant and animal species, as well as water quality. Examples of restoration efforts include improvements on 116 miles of stream habitat within the Marys River watershed in northeastern Nevada which

are designed to provide the foundation for the recovery of the threatened Lahontan cutthroat trout. Restoration efforts are also being undertaken on LaBarge Creek in southwestern Wyoming to improve Colorado cutthroat trout.

T/E activities related to anadromous fish species in the Columbia and Snake River basins include stream habitat surveys, in-stream improvement projects and maintenance, riparian habitat improvement work and Section 7 consultations on actions such as grazing use authorizations, rights-of-way and land exchanges. In 1994, the BLM anticipates completing consultations on over 2,000 separate actions.

The BLM will also coordinate with the U.S. Forest Service on the broader PACFISH strategy for the management of salmon, steelhead, and sea-run cutthroat trout in watersheds in California, Oregon, Washington, Idaho, and Alaska. The PACFISH strategy aims to maintain or restore habitat conditions for the sustained natural production of these Pacific anadromous fish.

◆1995 Subactivity Increase◆

Table XXIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	18,113	+500
FTE	240	+5

The 1995 Budget Request is \$18,113,000 and 240 FTE, a program increase of \$500,000 and 5 FTE. This increase will be devoted to completing Section 7 Consultations for actions which may affect new Federally listed species, anadromous fish management activities in the Columbia and Snake River basins, and for general T/E related work.

Additional habitat evaluations will be completed on 200,000 acres, primarily in the Columbia and



Snake River basins, to determine habitat conditions and restoration needs. Habitat restoration work, including vegetation enhancement efforts, will be completed on an additional 20,000 acres. These efforts will result in improved watershed and water quality conditions throughout affected watersheds.

Table XXIV Workload Accomplishments, Threatened and Endangered Species 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
T/E Habitat Evaluation (000 acres)	5,525	10,000	10,200	+200
T/E Habitat Restored (000 acres)	451	690	710	+20
T/E Project Maintenance	307	400	400	0



Justification of Program and Performance

Subactivity: Recreation Resources

Table XXV Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	25,104	+157	+500	25,761	+657
PTE	422	0	+5	427	+5

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

The Public Lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by the BLM include 32 National Wild and Scenic Rivers; 32 National Recreation, Scenic, and Historic Trails; 8 National Conservation Areas; 2 National Scenic Areas; 60 Back Country Byways; one National Recreation Area (White Mountains National Recreation Area, Alaska); and one National Outstanding Natural Area (Yaquina Head, Oregon).

The BLM also manages 785 developed, 365 semi-developed and over 3,000 undeveloped recreation sites; over 14,100 miles of interpretive, hiking, vehicle and equestrian trails; 535 boating access points; 21 concession operations; 4,138,000 acres of lakes and reservoirs; and a variety of interpretive and visitor information centers.

In addition, there are 355 special recreation management areas which require intensive management, 115 established natural areas, about 900 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Lands and related waters also provide many extensive, non-facility

oriented recreational use opportunities, such as hunting, fishing, sightseeing, hiking, rock climbing, and hang-gliding.

Resource Management Objectives

The major objectives of this program include:

- ensure the continued availability of the Public Land and related waters for a diversity of outdoor recreation opportunities within the context of multiple use;
- protect biological diversity and sensitive natural resource values through allocating recreation resource use, issuing use permits, and monitoring impacts on other resource values, while maintaining the availability of outdoor recreation opportunities and experiences;
- promote, enhance, and facilitate public appreciation and awareness of recreation resources through visitor information services, interpretation, protection, and on-the-ground presence where appropriate;
- provide for the health and safety of users, reduce conflicts among users, and minimize resource damage through intensive management of high use areas and facilities;
- provide an appropriate level of visitor management and assistance, including support for law



enforcement rangers, so visitors will be informed, and behave in a responsible manner, while maintaining the intrinsic values of the Public Land and related waters as a place to explore and enjoy safely;

- provide revenues to the Federal Government by assuring that at appropriate facilities and recreational users assume a share of the cost of recreation facility maintenance and resource protection, and that special recreation permits and recreation concession leases are issued to individuals and commercial recreation and tourism organizations operating on the Public Land;
- enhance local economies and job opportunities through cooperative relationships with national, State and local tourism entities, and by facilitating responsible, private sector use of public recreation resources;
- enhance outdoor recreation opportunities offered on and adjacent to the Public Land through expanding partnerships with other Federal, State, and local agencies and the private sector; and
- enhance opportunities for pleasure driving associated with the scenic, cultural, and natural resources of the Public Land through expansion of the *Back Country Byways* initiative, a component of the National Scenic Byways program.

❖1995 Program❖

Management of recreation resources on Public Lands is guided by implementation of BLM's *Recreation 2000: a Strategic Plan*. The Public Land has the greatest potential of all lands managed by the Federal Government to provide the widest range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural and cultural resources. The 270 million acres of Public Land in the 11 western States and Alaska represent as much land as the acreage of the National Park and National Forest Systems combined. The implementation of *Recreation 2000* is critical to properly manage the growing use of the Public Land for outdoor recreation purposes within the context of the BLM's multiple-use mission.

The *Recreation 2000* strategic plan provides a clear statement of the BLM's recreation management policies and goals, and highlights where the BLM intends to concentrate efforts in all recreation-related programs, including recreation resource management, facilities maintenance, access, land acquisition, construction, and others into the next decade.

Recreation 2000 identified eight major challenges that are critical to the successful implementation of the BLM's long-range recreation policy objectives and form the basis for the BLM's recreation initiative. These challenges are: 1) visitor information and interpretation; 2) resource protection and monitoring; 3) land ownership and access adjustments; 4) partnerships; 5) volunteers; 6) tourism programs; 7) facilities; and 8) permits, fees and concessions.

To assist in implementing the goals, policies, and challenges identified in the *Recreation 2000* strategy, the BLM is implementing some 100 action items with a schedule to meet the eight *Recreation 2000* challenges. The BLM Implementation Plan focuses on improving the BLM's capability to protect essential recreation and other natural resources, maintaining existing recreation facilities, and improving service to visitors. In 1989, the BLM prepared national and State level implementation plans to carry out the objectives of *Recreation 2000* and began to carry out priority action items in 1990. State-level implementation plans identify the on-the-ground issues and priorities in resource management, maintenance, access, acquisition and construction for all recreation management areas.

Interdisciplinary Planning

Recreation Resources Management Activity Planning is conducted at two levels: 1) recreation area management plans, and 2) project plans. Recreation area management plans identify on-the-ground actions needed within a designated area to implement recreation use decisions made in RMPs. Project plans, which are completed for individual recreation sites, form the basis for



development of the survey and design specifications for recreation-related maintenance and construction projects and other project work, such as interpretive facilities and resource protection measures.

In general, BLM will continue to shift emphasis from the preparation of recreation area management plans to the preparation of project plans, and implementation of existing approved plans (i.e., resource protection and visitor management). This shift will help to meet the goals and objectives of *Recreation 2000*. Priority for project plan preparation will be given to Congressionally designated areas and top priority special recreation management areas as guided in the State level Implementation Plans.

In 1995, BLM intends to prepare, revise or update 115 new activity plans for recreation resources management or project areas, including caves. Preparation of management plans for cave resources involving about 20 caves, which have been identified in approved RMPs, will be underway primarily in New Mexico and Wyoming. Management of Special Recreation Areas

Resource Improvement and Maintenance

Management of Special Recreation Areas

The BLM is mandated by FLPMA to manage the Public Lands for a diversity of opportunities and sustainable development as opposed to single, short-term uses. FLPMA further directs that the BLM protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archaeological values.

Within the Public Lands, there are special areas of national significance in which the protection and conservation of significant resources is paramount. Such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs), National Recreational Areas, or Wild, Scenic, and Recreational (WSR)

Rivers; or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Scenic Areas, National Natural Landmarks, or Special Recreation Management Areas (SRMAs). BLM focuses most of its priority program attention on identified SRMAs and nationally designated areas, where more intensive recreational use requires direct BLM supervision of use activities and calls for investments in resource protection facilities.

Each of BLM's specially managed areas has received some type of formal designation which highlights the long-term commitment to more intensive resource management and protection of their critical resource values. All of these specially designated and managed areas are the focus of public interest and have received extensive private sector and local government support through volunteers, contributions and cooperative management efforts.

The outstanding character of recreation opportunities found in these special areas have made them extremely popular with the public. The resulting high visitor use levels require the BLM to provide a higher level of recreation management to ensure that important resources are protected and visitor needs are met. These intensively used special management areas satisfy public recreation demands that cannot be met on lands managed by other Federal agencies or provided by the private sector.

National Conservation Areas (NCAs), a designation unique to BLM lands, receive more intensive management than other multiple-use lands, with a focus on recreation values and the conservation of their natural and cultural resources. Other similar special areas under BLM jurisdiction include the White Mountains National Recreation Area in Alaska, and the East Mojave and Santa Rosa Mountains National Scenic Areas in California.

The 1995 program continues the priority emphasis for the BLM's 8 NCAs which are: the El Malpais in New Mexico, the California Desert



Conservation Area and the King Range in California, the San Pedro Riparian and Gila Box Riparian in Arizona, the Birds of Prey in Idaho, the Red Rock Canyon in Nevada, and the Steese NCA in Alaska. Recreation management emphasis in these areas focuses on additional plan implementation (such as the Desert Plan), plan development in the recently designated Gila Box Riparian National Conservation Area and the reduction of resource conflicts and unauthorized uses.

The recreation program helps the BLM maintain biological diversity on the Public Land. Biological diversity (or biodiversity) considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and variety of ecosystems found in the natural world. Management approaches which enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social value and economic products derived from these natural landscapes.

Since an important component of the recreation resources program involves providing on-the-ground management presence, the BLM has visitor service personnel, law enforcement rangers, and seasonal visitor management specialists in intensively used recreation management areas in many States. Within these areas, the operation of developed and undeveloped recreation sites also includes collecting fees through routine on-site visits or fee collection devices, and providing visitor supervision through the use of campground hosts.

Wild, Scenic and Recreational (WSR) Rivers

The 1995 program covers continuing implementation of 32 Wild and Scenic River management plans for BLM administered rivers in the National Wild and Scenic River System. This includes

permit issuance and monitoring for commercial operators and supervision of visitor use of these rivers.

BLM actions related to potential WSR rivers, involve the following steps: 1) inventory to identify potentially eligible segments; 2) determine eligibility based on the criteria established by the Wild and Scenic Rivers Act of 1968; 3) tentatively classify each segment as either wild, scenic or recreational so identified values can be protected; 4) determine the suitability of particular segments for inclusion in the National Wild and Scenic Rivers System and prepare recommendations through the BLM's Resource Management Plan (RMP)/Environmental Impact Statement (EIS) process; 5) prepare legislative reports and transmittal documents; 6) respond to designation and final classification by Congress as wild, scenic or recreational; 7) prepare activity plan and determine final boundary; and, 8) implement activity plans.

The inventory and evaluation of potentially eligible WSR river segments (*i.e.*, steps 1 through 4 above) are conducted as part of the pre-planning and issue scoping steps in the resource management planning process. Potential river segments and associated issues are identified by BLM resource professionals along with public involvement. Criteria for each river value category are applied to each segment to determine its eligibility. To qualify as eligible, a river segment must be free flowing and have at least one outstandingly remarkable scenic, geologic, fish and wildlife, recreational, cultural, historical, or other similar resource value. During 1995, the BLM will continue inventory and evaluation for approximately 200 potentially eligible WSR river segments. This work will be accomplished as part of the BLM resource management planning process and in conjunction with the RMP schedule.

Cave Resources

As required under the *Federal Cave Resource Protection Act of 1988*, BLM also conducts inventory and evaluation of significant cave resources



located on the Public Land. This process includes consolidating existing records; contacting local cavers and interest groups to identify additional known caves; field trips (with assistance from caving groups) to assess resources values and conditions; tentative evaluation based on significance criteria; public review and comment; and final significance determination.

After a cave is determined to be significant, additional inventory and documentation (e.g., mapping, photography) may also be needed to provide data on significant resource values and cave conditions needing management and protection as a basis for activity plan preparation. Based on inventory work to be completed in 1994, a number of additional caves will be identified and recorded.

Permit Management

Many unique recreational opportunities on the Public Land are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers of competitive events, such as promoters of large off-highway-vehicle (OHV) events. BLM issues permits for several types of recreation activities, such as river use, outfitters (for hunting, backpacking, etc.), OHV and competitive events (e.g., all terrain vehicle and the Iditarod Dog Sled Races), as well as individual recreation use (e.g., camping and long-term visitor areas). These recreational opportunities provide substantial financial contribution to the local economies. For example, the "Parker 400" OHV race generates approximately \$2,000,000 annually to Yuma, AZ; and the "Mint 400" OHV race generates over \$5,000,000 to the Las Vegas, NV area.

In 1995, BLM expects to issue some 21,200 special recreation permits and an estimated 115,900 day use and camping permits. Permit management is a critical workload because the accompanying monitoring and compliance activities provide BLM with its main capability to control use and protect resources in many areas. Permit management is important to minimize

unauthorized uses of the Public Land and related waters, and to prevent resource damage as well as to ensure adequate fee collection and revenue from special recreation activities. The public is well served through the permitting of recreation service partners (commercial operators); otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many Public Land recreation opportunities.

Visitor Services

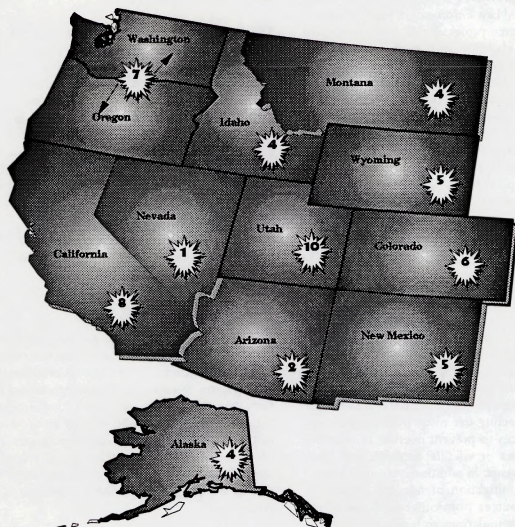
A variety of visitor services are performed by BLM personnel and volunteers to ensure that visitors to the Public Land areas have a safe, enjoyable experience. Visitor services work consumes nearly half of the funding resources of the Recreation Resources program. Visitor services includes the following functions: 1) visitor protection and supervision; 2) information and interpretive services; and 3) emergency assistance.

Visitor protection and supervision includes protecting visitors from natural and human-made hazards, protecting sensitive natural resources from damage due to unauthorized use, minimizing conflicts among visitors or with other users, and monitoring local conditions to ensure that important recreation opportunities, visitor safety, and sensitive natural resource values remain unimpaired. Emphasis is placed on having an on-the-ground presence of BLM personnel, and where appropriate and necessary, on enforcing laws and regulations by BLM Rangers who have delegated law enforcement powers.

Information and interpretive services involve providing basic information about an area or site through personal contact, maps, publications, signs and formal interpretive/education programs. Again, the emphasis is having a highly visible BLM presence on the ground in the form of uniformed BLM recreation management personnel and BLM Rangers, as well as through signs, kiosks, brochures, etc.



BLM Visitor Centers and Contact Stations



Number of sites, *BLM only*.

includes Visitor Centers, Heritage Centers, Information Centers,
and Contact Stations

As of 1993.



Occasionally, the BLM is called upon to provide emergency assistance to visitors, such as supplying emergency drinking water, first aid medical care, minor vehicle repairs, vehicle extraction, and emergency radio communications.

This program provides a significant portion of the funding for BLM Law Enforcement Ranger patrols. As multi-resource professionals, uniformed BLM Rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The presence of BLM Rangers trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to prevent unauthorized activities that threaten critical resource values, to increase user safety, and to provide an authoritative and informative presence on the Public Lands and related waters.

Resource Protection

The Resource Protection portion of the program is directed toward preventing degradation or damage to resources from recreation-related activities. Interim protection and plan implementation can require resource protection projects, such as the installation of barriers, fences, use control signs and interpretive signs. This component also includes project work needed to reduce erosion by directing use away from fragile soils, installing devices to prevent overuse of sensitive vegetation areas or wildlife habitats, and landscaping treatments. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land-use activities by adding stipulations to leases and permits. In 1995, BLM plans to accomplish 275 resource protection projects for recreation resources.

A major portion of BLM recreation resource protection projects involve OHV use and water-based recreation. The designation of a WSR river sometimes results in increased use as outfitters conduct river-running trips or as the general public becomes more aware of the river recreational opportunities. Additional resource protec-

tion projects may be needed to prevent water pollution, soil erosion, littering and solid waste problems, and impacts of unauthorized occupancy on or near sensitive resources. The timely installation of properly placed protection projects can reduce resource damage and eliminate future resource reclamation costs.

The OHV designation process may also result in the need for resource protection projects. This process starts with the identification of three types of OHV areas (i.e., open, closed or limited) in the planning process. With public user input, BLM professionals determine which roads and trails may be used by OHVs and what closures or restrictions, if any, are needed. Maps and brochures are prepared to inform the public of these designation. Implementation of OHV designations requires posting signs, constructing fences, and other barriers to control and prevent use. Some roads and trails may also be reclaimed to prevent unauthorized use and correct past damage from OHV use.

Back Country Byways

BLM and the Forest Service are the two Federal agencies that currently designate certain roads as part of the National Scenic Byways program. The *Back Country Byways* initiative supports the BLM *Recreation 2000* strategy. These complementary initiatives are designed to expand public access to the Public Land for recreation purposes. *Back Country Byways* place emphasis on enhancing opportunities for pleasure driving associated with the scenic, cultural and natural resources of the Public Land.

The goals of the *Back Country Byways* system are to meet public demand for pleasure driving, to facilitate partnerships among recreation groups and government agencies, to help contribute to local economies, and to increase awareness of the values of the Public Land. The BLM *Back Country Byways* are roads or trails off the beaten path, and range from paved, all-weather roads suitable for normally equipped passenger cars to single-



track trails suitable only for dirt bikes, mountain bikes, snowmobiles, or all-terrain vehicle use. There are currently 60 *Back Country Byways* totaling about 3,080 miles in the system. A partnership with the American Recreation Coalition, American Isuzu, and Farmers Insurance has supported and facilitated the designation and implementation of the *Back Country Byways*. Additional partnerships on a State and local level have provided significant support for the program.

In 1995, \$200,000 is planned to be used to continue the *Back Country Byways* program. The *Back Country Byways* program will emphasize the designation of new Byways, along with the development of wayside exhibits, maps, self-guided tours, parking and other measures to continue expansion and emphasis on quality experiences for visitors to Public Lands.

The 1995 Budget Request is \$25,761,000 and 427 FTE, a program increase of \$500,000 and 5 FTE.

The increase of \$500,000 and 5 FTE will be used to support increased visitor services and permit management at fee facilities throughout the Public Lands. The emphasis will be on increased visitor health and safety, the overall recreation experience, resource protection and enhanced fee collections at all eligible sites. It will be used to issue and monitor some 200 additional Special Recreation Permits covering commercial and group recreation use of the Public Lands, and 2,000 additional day and camping permits at fee sites administered by BLM. Some funding will be applied towards additional emphasis by BLM Rangers in compliance and law enforcement efforts related to recreation resources.

◆1995 Subactivity Increase◆

Table XXVI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	25,761	+500
FTE	427	+5

Table XXVII Program Workload Accomplishments, Recreation Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Activity Plans (# plans)	132	115	115	0
Permitting (# Special Recreation permits issued)	20,900	21,000	21,200	+200
Permitting (Day use & Camping permits issued) ¹	112,900	113,900	115,900	+2,000
Resource Protection (# projects)	282	274	275	+1

¹ New data now available from the Recreation Management Information System(RMIS)



Justification of Program and Performance

Subactivity: Cultural Resources

Table XXVIII Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	11,801	+51	+130	11,982	+181
FTE	157	0	+1	158	+1

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

As the manager of the Nation's largest land estate, the BLM manages the Federal Government's largest, most varied, and scientifically important body of cultural resources. The BLM has conducted inventory on more than 10 million acres of the 270 million acres of Public Land in the 11 western States and Alaska, or about four percent of the total area. More than 175,000 cultural properties, i.e., archaeological and historic sites, have been discovered through this inventory, with estimates of the total number ranging between four and five million properties. These resources span the entire period of human presence in the Western Hemisphere.

Resource Management Objectives

The objectives of this program include the following:

- to ensure full public participation in resource management decision making, especially to coordinate and consult with Native Americans with respect to their traditional uses of public lands and resources and their cultural and religious concerns;

- to serve and enhance ecosystem management by applying BLM's unique archaeological and paleontological data and historical records to the task of reconstructing how lands and resources were used in past centuries and millennia and how "natural" environments have changed through time (e.g., Project Timeline);

- to facilitate public support, appreciation, and awareness of environmental, cultural, and paleontological resources through interpretive educational programs (e.g., *Heritage Education and Adventures in the Past*);

- to support the Administration's emphasis on enhancing and protecting natural resources and environmental values by safeguarding paleontological and cultural resources for scientific study and future enjoyment;

- to manage cultural resources for the widest range of educational, scientific, and recreational benefits and uses to the American people, and to contribute to enhancing local economies and job opportunities;

- to properly manage and preserve museum collections removed from the Public Lands, located in Federal or non-Federal repositories;

- to promote partnerships with State and local governments, individuals, and public and private



groups in order to share information, to accomplish work, to protect and study cultural and paleontological resources, and to use these resources to support children's education;

- to issue permits to conduct archaeological, historic, and paleontological investigations on Public Lands to enable sound, orderly development, and to monitor approved activities; and
- to address critical issues (e.g., looting, vandalism, natural deterioration, increased visitor use, management of newly acquired lands) by modifying and preparing activity plans, as needed.

◆1995 Program◆

BLM is required to locate, evaluate, and manage cultural resources to prevent or minimize unnecessary damage, and to accommodate appropriate uses by the scientific community and the public. Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present); (2) evaluation (determining their scientific and public importance); (3) planning (determining how best to manage the resource); (4) protection (safeguarding the resource potential); and (5) authorizing or otherwise accommodating proper use.

Resource Evaluation

BLM cultural resources are evaluated in terms of their potential for contributing to public education, public use (e.g., tourism, recreation); scientific research; the maintenance of a social or cultural group's heritage or traditional lifestyles (e.g., Native American religious systems); and experimentation for improving protection measures and management techniques. Unique or scarce cultural resources may be determined to be best suited for long-term conservation. Cultural resources no longer possessing characteristics that qualify them for one of these uses, such as resources that have been destroyed by natural or other causes, may be discharged from further management consideration. In addition to these

evaluation criteria, cultural resources are also evaluated against the criteria for the National Register of Historic Places.

The cultural resource inventory system includes 3 classes. Class I inventories synthesize, summarize and assess existing archaeological and historic information. Class II surveys provide information on probable density, diversity, and distribution of cultural resources within a large area through use of sampling methods. Class III inventories are intensive field surveys of defined areas which are completed mostly to support other program actions, such as energy development. They are generally funded by the benefiting program. Inventory also includes the work of automating archaeological and historic site forms and baseline program data.

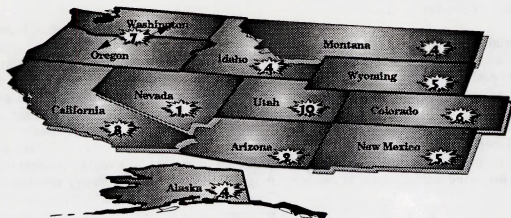
The 1988 amendments to the Archaeological Resources Protection Act of 1979 (ARPA), require Federal agencies to develop plans and prepare a schedule for inventorying non-project areas (i.e., areas not related to proposed land use development actions) to locate archaeological resources that may be vulnerable to illegal excavation and artifact theft. BLM will continue to identify, schedule, and conduct inventories in the highest priority areas. Consistent with the ARPA amendments, at the 1995 level the BLM will conduct cultural resource inventories on 80,000 acres of Public Land, to identify archaeological resources that may require a greater degree of protection from unauthorized uses.

Resource Planning

BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management plans which set out precise on-the-ground management actions. These plans reflect consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public.



BLM Visitor Centers and Contact Stations



Number of sites, BLM only.

includes Visitor Centers, Heritage Centers, Information Centers, and Contact Stations

As of 1993.

Cultural resource project plans represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays), and where new studies will be done to improve cultural resource information. At the 1995 level, 65 cultural resources activity plans will be prepared or revised. Priorities for plan preparation include newly acquired and/or newly designated areas, and areas where deterioration and vandalism have been documented to be at a critical level.

Native American Coordination

In 1994, the BLM has begun to enhance its ongoing Native American coordination and consultation program by establishing a small, field-located program staff to provide coordination, assistance, policy guidance, training, and outreach on Native American-related issues bureauwide. The focus is to support BLM managers in addressing the full spectrum of relationships between the BLM and Native American communities, tribal governments, and Alaska Village Councils and Native Corporations. Many coordination respon-

sibilities spring from a surprisingly large body of laws, ranging from the tribal planning coordination responsibilities in the Federal Land Policy and Management Act of 1976 to the consultation required in the Native American Graves Protection and Repatriation Act of 1990. In addition to specific rights guaranteed to Native Americans, constructive coordination and communication are essential to an effective ecosystem management strategy where BLM lands and Native American lands are in some proximity.

The initial work focus has been to update BLM's comprehensive Native American relationships policy and implementing guidance; to develop an effective internal and external communication strategy for Native American program issues; and to identify cooperative management and coordination opportunities.



Resource Improvement and Maintenance

Project Timeline

Archaeological and historical records hold untapped information about thousands of years of environmental change. *Project Timeline* is a BLM initiative to provide land managers with information about past human uses of the landscape and patterns of human-induced change in the environment. A sense of time, and particularly a sense of change through time, should be an indispensable part of managing the Public Land ecosystems; consistent with ecosystem management, *Project Timeline's* operating premise is that BLM managers should never be forced to make long-term land use decisions on the basis of static information (i.e., a "snapshot" of the present).

Project Timeline is a multi-year project to compile, format, analyze, and apply the immense body of existing archaeological and historical data from various files (site and case files, survey and land records, reports, and similar sources) maintained in the BLM's many field offices. The project will include capability to update and revise the recordation system and thus provide managers with ready information pertinent to broad land use and ecosystem issues.

Artifacts and Collections Management

In 1995, BLM will fund the Artworks and Artifacts initiative for collections management at \$500,000 or the same level as 1994. Federal agencies are required by the Archaeological Resources Protection Act, the Antiquities Act, and the National Historic Preservation Act (among others) to properly manage and preserve museum collections. These collections include archaeological, historical, paleontological, and ethnological resources removed from the Public Land, whether they are located in Federal or non-Federal repositories. The BLM has one of the largest responsibilities: more than 3 million objects are curated in BLM facilities, and approximately 18 million

are housed in over 200 non-Federal repositories. Regulations at 36 CFR 79 set standards for the care of federally owned collections. They require agencies to inventory collections from lands under their jurisdiction, whether housed in Federal or non-Federal repositories, and to maintain full administrative records on the collections. Many of the collections made prior to 1975 are not well-recorded.

More recently, the Native American Graves Protection and Repatriation Act (NAGPRA), of 1990, requires agencies to inventory archaeological and ethnological collections "in their possession or control" (which includes cooperating non-Federal museums); to identify Native American human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; to identify them geographically and culturally; and to notify appropriate Indian tribes of the findings. Tribes will then be able to claim certain of these remains and objects.

In 1995, \$1,000,000 or the same level as 1994, will be used for inventory and identification work with strongest emphasis on the NAGPRA requirements and 1996 deadlines.

Adventures in the Past

The 1988 amendments to ARPA contain a requirement that Federal land managers establish programs "...to increase public awareness of the significance of the archaeological resources located on Public Land and Indian lands and the need to protect such resources." In response to this provision, BLM developed its *Adventures in the Past* initiative. *Adventures* is BLM's "umbrella" program for promoting public education and awareness of archaeological and historic resources, and for encouraging public involvement in the protection and management of its cultural resources. *Adventures in the Past* has as its goals increasing the public's enjoyment of cultural resources, reducing the destruction of cultural resources, and demonstrating and encouraging good stewardship of cultural resources.



To accomplish these goals, BLM has developed a sequence of regional, commemorative, and thematic public events. The first three regional events were: Four Corners Tribute (1990), Great Basin Tribute (1991), and High Plains Tribute (1992). Two commemorative events were held in 1993, the Columbus Quincentennial and the Oregon Trail Sesquicentennial. Activities in the regional events have included popular presentations on archaeology and history, interpretive tours, interagency exhibits, living history demonstrations, and similar activities that stress participation. The Four Corners event included a Governors' Conference to examine opportunities for improved cultural resource management in the Four Corners area under a comprehensive and coordinated approach to public involvement and education, interpretation, research, heritage tourism, and partnerships. The 1994 and 1995 *Adventures* event continues to focus on prehistoric and historic transportation and communication—"Trails West."

Interpretation

The BLM operates the Anasazi Heritage Center near Dolores, Colorado, which serves as a public museum and repository for artifacts and archaeological records from the Four Corners area. The Center is an interpretive facility which promotes awareness and education concerning archaeology and history, and awareness of BLM's mission of multiple use Public Land management. The Center has also enhanced the local economy and job base. The Center has a major role in implementing the BLM's *Heritage Education* initiative. The facility has been open to the public on a full-time basis since August 1988.

Permits

The BLM issues cultural resource use permits to applicant consulting firms and educational institutions for archaeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely manner. The total number of permittees for archaeological work is expected to remain at the 1994 level. Although there are approximately 400 cultural resource use permits active in any given year, roughly two-thirds of them come up for renewal or similar processing each year. Thus, in 1995, BLM will process 290 new or renewal permit applications. Total associated work will increase, however, due to increased monitoring of permittee performance.

Heritage Education

The BLM contributes to fostering excellence in education as a Cultural Heritage priority, by working to improve the appeal of education in science, math, and history through its *Heritage Education* program. Under a 5-year strategic plan for heritage education, BLM's goals are to use the vast archaeological and historic resources under BLM's custody to support the education of America's children, and also to strengthen children's sense of personal responsibility for the stewardship of America's cultural heritage. This is being done by teaching children in both formal and informal educational settings. The strategy is to capture the attention of young people and then to involve them in increasingly more sophisticated learning experiences as they get older.

To date under *Heritage Education*, the BLM has developed an educational video and accompanying educational packet, four well received articles for the National Science Teachers Association magazine for teachers, and a teacher internship program. The BLM has also developed teachers' guides in archeology for fourth through seventh grade.

The Cultural Heritage programs also contribute to enhancing local economies and job opportunities.



The *Heritage Education and Adventures in the Past* initiatives respond to the growing tourism-adventure travel market, by integrating public desire for outstanding wildlands and adventure travel opportunities (including visits to remote archaeological, paleontological and historic sites) with the needs of local and regional economies. Intelligently interpreted and well-maintained cultural resources located in rural areas provide excellent opportunities to attract tourists and expand local economies, as well as to reduce local communities acceptance of the looting of these resources, which has provided an illegitimate economic source for some. These include sites such as Grand Gulch in Utah, the Chacoan Outliers and Navajo Refugee sites in New Mexico, the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the highly significant cave sites in southeastern Oregon and southwestern Idaho, among others.

Resource Protection

The BLM has historically devoted approximately one-third of its Cultural Resources program funds to various forms of cultural resource protection, including physical protection such as site stabilization, administrative protection such as closures, support for cultural resource law enforcement activities, public awareness and education, and site interpretation efforts.

ARPA, the primary law designed to curtail illegal activity against publicly owned archaeological sites, offers protection to archaeological resources on Federal lands by providing felony level penalties for unauthorized excavation, removal, damage, sale, transport, solicitation, etc.

Examples of ARPA related archaeological site protection activities include: participating in multi-agency task force operations to combat trafficking in looted archaeological resources; participating in interagency anti-looting and public

awareness/education programs (e.g. Oregon's *Northwest Save*, Utah's *Vandalism Task Force*, Wyoming's *Safeguard Wyoming's Past*, New Mexico's *Public Land Watch*); volunteer Adopt-a-Site programs; coordinating with the media to promote coverage of issues; and executing cooperative agreements with local law enforcement agencies and military police units, such as those developed with the Arizona National Guard and the Arizona Civil Air Patrol.

The BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. At the 1995 level, BLM plans to accomplish 150 resource protection or stabilization projects. Emphasis is given to implementing activity plans and physical site protection projects in highly sensitive areas such as Grand Gulch in Utah, the Chacoan Outliers and Navajo Refugee sites in New Mexico, the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the significant cave sites in southeastern Oregon and southwestern Idaho, among others.

◆1995 Subactivity Increase◆

Table XXIX 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	11,982	+130
FTE	158	+1

Request is \$11,982,000 and 158 FTE, a program increase of \$130,000 and 1 FTE. The increase will be used to support the management of cultural resources through the following emphases:



Native American Program: +\$70,000 and 1 FTE

Native American issues will be examined for all major program initiatives such as PacFish and Mining Reform with special consideration given to access for religious purposes. A handbook will be developed to facilitate Native American coordination in all program areas.

In 1995, priority BLM field offices will be dedicating additional staff to Native American coordination and consultation responsibilities.

Activity Planning: +\$60,000

This program increase will be used to fund 20 additional cultural resource project plans in 1995. Included are stabilization and protection projects, construction of physical barriers, signing and interpretative displays. Emphasis for plan preparation will be on newly designated or acquired resources, and areas where vandalism and deterioration have been documented to be at critical levels.

Table XXX Workload Accomplishments, Cultural Resources Management, 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Inventory (000s acres)	90	90	80	-10
Activity planning (# plans)	45	45	65	+20
Permits (# permits)	290	290	290	0
Site mgmt. (# sites)	3,050	3,050	3,050	0
Resource protection/stabilization (# projects)	175	175	150	-25



Justification of Program and Performance

Subactivity: Wilderness Resources

Table XXXI Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	12,998	+65	+380	13,443	+445
FTE	193	0	+1	194	+1

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

The wilderness resources under BLM management consist of potential wilderness areas (WSAs) and the management of wilderness areas which have been designated by law as part of the National Wilderness Preservation System. At present, BLM manages a total of 1,653,113 acres in 67 designated BLM wilderness areas, and provides interim management to over 26.5 million acres of wilderness, pending further Congressional action. In 1993, the portion of the National Wilderness Preservation System managed by the BLM increased slightly with the addition of 51,505 acres of wilderness in Colorado in one new wilderness area (the Powderhorn Wilderness). Legislation enacted in 1993 to designate the Birds of Prey National Conservation Area in Idaho and new wilderness areas in Colorado also released 87,459 acres from interim management requirements.

The 1995 program is characterized by the major shift in emphasis from wilderness study and reporting to management of designated wilderness areas and interim management of wilderness study areas (WSA). Interim management of all

WSAs until they are either designated as wilderness or released from interim management by law will continue to be a priority workload in 1995.

Resource Management Objectives

The major objectives of this program are to:

- Provide management strategies that preserve naturalness, opportunities for solitude and other intrinsic wilderness values on all designated wilderness areas.
- prepare wilderness management plans and manage designated wilderness areas in accordance with established regulations and guidance;
- conduct interim management on wilderness study areas (WSAs) pending completion of Congressional action of the President's recommendations for these areas;
- emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management capabilities;
- conduct wilderness studies as part of land and resource management planning revisions on an



on-going basis as part of the multiple use management mandate for the public lands as contained in FLPMA;

- participate in National Wilderness Preservation System interagency training and research programs and projects; and
- initiate and implement long-range baseline monitoring of resource conditions and trends as part of an interagency wilderness monitoring system.

❖1995 Program❖

Resource Evaluation

The wilderness inventory required by §603(a) of FLPMA was completed in 1980. Based on that inventory, approximately 25 million acres, located in 11 states and comprising 860 separate areas, were identified and classified as wilderness study areas (WSAs). Section 1320 of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA) exempted BLM lands in Alaska from the §603 FLPMA review mandated for the Lower 48 States. Wilderness studies, including inventory, in Alaska are to be conducted as part of the resource management planning process implemented by BLM under §202 of FLPMA. Any additional wilderness inventory efforts in the Lower 48 States will be conducted as part of BLM's normal inventory and resource management planning activities, and may be minimal.

The study process, completed in 1991, was integrated with BLM's land use planning system. All study reports, including EISs and mineral survey reports for each study area, were combined into statewide reporting packages for approval and decision by the Secretary. WSAs were evaluated based on specific policies and criteria contained in the Wilderness Act. Recommendations were prepared on which WSAs were judged to be suitable for preservation as wilderness areas and which WSAs were considered non-suitable for wilderness designation based on studies and evaluations of all potential resource values and uses.

In 1992, the BLM satisfied the provision of §603(a) of FLPMA (43 U.S.C. 1782), which required the Secretary of the Interior to report recommendations for wilderness designation of Public Land areas to the President by October 21, 1991. In total, over 90 separate studies and EISs were completed by the BLM. The President transmitted the final BLM wilderness recommendations to Congress in January of 1993.

Interdisciplinary Planning

BLM develops management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process includes a number of steps. A BLM interdisciplinary team is assembled and identifies any issues which need to be resolved in order to meet wilderness objectives, such as long-term protection needs, visitor use administration, and management of nonconforming uses and other resource activities. Data is compiled from the completed wilderness study documents, mineral surveys, habitat management plans, recreation management plans, cultural resource management plans, grazing allotment plans, fire plans, and other land use plans, and analyzed to develop possible wilderness management actions and alternatives. Public involvement in plan development and analysis is sought and used. The draft plan and environmental assessment are prepared and published for public review and comment and public notification is given when the final plan is approved.

To assure that wilderness values are maintained as specified in the Wilderness Act, all actions necessary for management of resources within each wilderness area are specified in the wilderness area management plan. For example, levels for visitor use may be established where necessary. Limits of acceptable change in resource conditions within the wilderness area are established, and a schedule for monitoring changes is initiated. Maintenance schedules for wildlife and range improvements within wilderness areas are developed. Requirements for vehicle access and road closures are identified, access requirements for non-Federal inholdings are analyzed, and



recommendations for possible acquisition of inholdings are developed. Operating requirements for inclusion in anticipated mining plans of operation and stipulations for oil and gas lease development are also developed based on grandfathered or valid existing situations.

The BLM's policy is to complete wilderness area management plans within 2 years of wilderness area designation. However, if a large number of wilderness areas in a State are designated in the same year, completion of management plans is staggered over 5 years to accommodate the large workload. The effect of the Arizona Wilderness Act of 1990, which designated 38 additional BLM wilderness areas in Arizona, is to require the preparation of approximately 38 new wilderness management plans by 1996. BLM is proceeding on a 5-year schedule to complete these plans.

Resource Improvement and Maintenance

Interim Management

Section 603(c) of FLPMA requires BLM to manage the lands in WSAs to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (i.e., "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WSA. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress which either releases them from WSA status by returning them to all types of multiple use activities, or adds them to the National Wilderness Preservation System. As lands are released from WSA status, the funding needs for interim management decline. However, if the WSAs are designated as wilderness, funding requirements for wilderness planning and management increase,

especially in the first few years following designation because of the special management requirements under the Wilderness Act, BLM's implementing regulations and administrative requirements. In 1995, BLM will provide interim management on 26,554,685 acres of WSAs, assuming no further Congressional action regarding BLM wilderness proposals.

Wilderness Management

Wilderness area management involves the initial and long-term actions necessary to maintain wilderness values while permitting compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

- *Wilderness Area Patrol and Surveillance.* All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values. The intensity of surveillance varies with the intensity of use in the wilderness area. Generally, areas with low use and few conflicts require only minimal surveillance, whereas wilderness areas that are heavily used or have high potential for conflicting uses may require more frequent patrols and surveillance. Roads identified for closure must be barricaded and patrolled on a regular basis. In addition, monitoring environmental indicators is done to detect changes in resource conditions so that appropriate adjustments in management activities can be made. This workload is a continuous and long-term component of wilderness management.

- *Wilderness Area Boundary Identification and Maps.* Upon designation, wilderness areas require signing, and in some cases fencing of boundaries. Cadastral surveys conducted by BLM are needed in some areas to identify the boundaries and locate or re-establish survey monuments as necessary. This workload also includes updating public land records, and preparing wilderness maps for official files and public distribution. Identification of the wilderness area boundary on the ground and on maps, as well as the adjacent non-wilderness Public Land and State or private



land is essential to effective management of the use of wilderness areas. This workload is a one-time need which should be completed within the first few years after wilderness designation.

- **Public Education.** Notifying the public, as well as local governmental agencies, about the designation and boundary locations of new wilderness areas, and what activities are permitted in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps, and media coverage are used to accomplish this task. Over the long term, public information efforts also include providing information about appropriate methods and techniques for using the wilderness area in a manner that would protect wilderness values. Local governments and agencies with jurisdiction over law enforcement, utilities, highways and fire protection are contacted and included in the planning process. This workload is primarily an up-front effort and is most intensive during the first few years after wilderness designation.

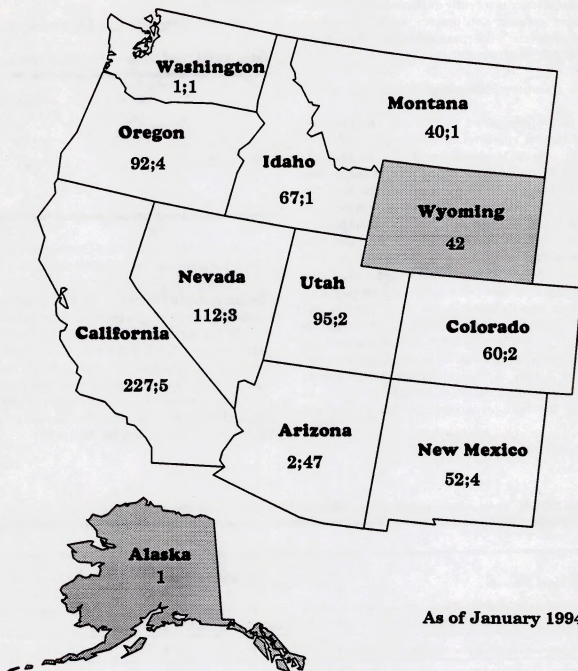
- **Nonconforming Wilderness Uses and Other Resource Management.** As defined in 43 CFR 8560, "nonconforming uses" of wilderness areas, such as maintenance of range improvements, development of pre-designation mining claims, and access to non-Federal inholdings, are specifically permitted in wilderness areas and require wilderness management coordination to assure that any impacts to wilderness values are minimized. Activities related to the management of other resources, such as wildlife, recreation and cultural resources within wilderness areas are permitted at the discretion of the Federal land managing agencies to the extent that activities do not impair wilderness values. To ensure that policies are properly implemented, BLM personnel must identify multiple resource activities during the design and implementation of projects in wilderness areas and develop stipulations which protect wilderness values. Coordination with State and local governments and user groups is also required.

Wilderness designation also results in additional workload in other resource management pro-

grams due to requirements of the Wilderness Act, BLM's Wilderness Management Regulations (43 CFR 8560), and management prescriptions in wilderness area management plans. Examples of this additional workload includes conducting mining claim validity examinations; coordinating with grazing permittees regarding maintenance procedures for range improvements; revising cultural resources survey and excavation permits; amending existing resource activity plans; measuring water quality and quantity; maintaining road closures, signs, trails and trailheads; and educating hunters and other visitors about allowed activities in wilderness areas through public contacts. Because restrictions on allowable activities within designated wilderness are more stringent than under interim management of WSAs (eg. prohibited use of motorized or mechanized equipment) and create a long-term workload, the cost of resource management activities in wilderness areas are somewhat higher than prior to designation.



BLM Wilderness Status By State



As of January 1994

Key: # WSAs; # Designated Wilderness Areas
i.e. the first number is the number of WSAs and the
second represents designated Wilderness Areas.

 - States with no designated Wilderness Areas.

The 1995 program provides for wilderness management activities in 67 designated BLM wilderness areas, comprising 1,653,113 acres. For the wilderness areas recently designated in Colorado, actions necessary to protect wilderness values, and complete wilderness management plans by 1996 can be accomplished.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness areas. These damages may have been the result of unauthorized activities within the wilderness area such as prospecting, mining, off-road vehicle use, or unauthorized road construction. Some of the activities may have occurred prior to inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM completes the rehabilitation if the responsible parties cannot be identified or located or if they lack financial resources, due to bankruptcy or cessation of business activities, to repair the damages incurred. At the 1995 level,

BLM will accomplish 30 resource protection or rehabilitation projects for wilderness areas or WSAs.

◆1995 Program Increase◆

Table XXXII 1994 Program Change (\$ 000a).

	1995 Budget Request	Program Change (+/-)
\$	13,443	+380
FTE	194	+1

The 1995 Budget Request is \$13,443,000 and 194 FTE; a program increase of \$380,000 and 1 FTE.

The increase will be used to fund an additional 8 resource protection projects to concentrate on limiting the impacts of OHV activities on wilderness resources. Roads and trails inside wilderness areas will be reclaimed and returned to a natural condition. Additional signing and law enforcement efforts related to the compliance of permitted activities and general use supervision of wilderness resources will be stressed.

Table XXXIII Workload Accomplishments, Wilderness Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Interim Management (000, acres) ¹	26,643	26,554	26,554	0
Wilderness Mgmt. Plans (# plans initiated)	10	15	15	0
Wilderness Area Management (# areas) ¹	66	67	67	0
Resource Protection/Rehabilitation (# of projects)	22	22	30	+8

¹ Assuming no change in status of BLM wilderness areas and WSAs as a result of Congressional action.



Justification of Program and Performance**Subactivity: Resource Plans and Analysis****Table XXXIV** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	9,834	-256	0	9,578	-256
FTE	144	-15	0	129	-15

¹ Please see the cross-walk table for a derivation of these budget levels.**❖1995 Subactivity Description❖****Resource Description**

BLM Land Use Plans allocate resources located on the Public Land among competing needs and uses, and contain appropriate multiple-use management prescriptions. A mix of RMPs and Management Framework Plans (MFPs), an older generation of BLM land use plans prepared according to FLPMA standards, comprises the existing base of BLM land use plans which covers approximately 98 percent of the Public Land area administered by the BLM excluding Alaska. The MFPs now in use were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

RMPs guide BLM land use and resource management decisions for the Public Land by:

- improving BLM's ability to identify and assess changing natural resource conditions and new Public Land uses systematically;

- enhancing the ability of BLM managers to resolve natural resource issues and land use conflicts affecting the Public Land;
- promoting coordination and consistency with the plans of other Federal agencies and State, local, and tribal governments;
- facilitating public participation in Public Land management and planning; and,
- facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), and other applicable laws.

❖1995 Program❖

Preparation of RMPs and other planning activities are conducted by the BLM in accordance with its published planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related requirements are set forth in these regulations. The regulations also incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA. BLM plans must also be consistent, to the extent possible, with the resource-related plans, programs and policies of other Federal agencies, State and local governments, and Indian Nations.



The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of approved plans.

New land use proposals, whether originating from outside of BLM or from within the BLM, which are not addressed by existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Changes in circumstances, including the results of monitoring and evaluation, are also addressed through the plan amendment process, or a plan revision, if warranted. Also, new planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

This program includes the preparation, approval, and revision of RMPs; plan maintenance, monitoring and evaluation; and coordination of planning actions with other agencies, State, local and tribal government officials, and the public. The program also carries out the non-planning related NEPA program management responsibilities that are not directly attributable to a specific project or other program. Examples of this workload are: review of other agency environmental documents, providing support to other agency's environmental document preparation, and conducting training of BLM personnel to implement NEPA requirements.

Planning Work Processes

Planning work falls within three general categories and includes the interrelated actions described below:

① **Preplanning:** Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and interdisciplinary team skill needs (if any), schedule projection and initial

assignments, and advance coordination (internal and external).

② **Plan Preparation:** Execution of the 9 prescribed action steps as detailed in the BLM planning regulations (43 CFR 1600). These steps are: scoping, inventory, management situation analysis, formulation and assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.

③ **Plan monitoring and maintenance:** Involves tasks such as the following:

- developing priorities for and scheduling implementation actions.
- determining the conformance of management activities and new proposals to existing plan decisions and decisions about the need for amendment of a plan.
- monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions.
- maintaining the viability of current plans to ensure their continued utility and effectiveness.
- coordinating management actions to ensure consistency with other involved Federal agencies, and local, State and tribal governments plans, and
- ensuring NEPA compliance of the subsequent and more detailed plans of action that are prescribed within the framework of the RMPs.

Management Improvements

In response to various reports by GAO, the National Academy of Sciences, and internal program evaluations, the BLM is implementing the results of a review of the BLM's planning system known as "An Operational Strategy for Planning for the 1990's." Key decisions in this document provided a balanced planning program with priorities on plan implementation, maintenance, amendment and development, set national priorities for plan development, and increased program efficiency.

The 1995 Budget continues to implement these decisions. Due to a continuing trend of higher



costs of RMP preparation, program emphasis is now to complete more of the RMPs already in progress.

The BLM has completed the shift in emphasis and re-directed available funding from new RMP preparation to plan implementation, monitoring and maintenance. This shift was made to reflect the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

New RMPs being started in 1994 are geared to a schedule of completion within 3 years. The BLM has determined that, given the anticipated annual level of funding, the appropriate number of RMPs to start on a yearly basis is 2. This workload may

also be more expensive to complete since the per unit costs for RMP development are increasing at a rate of about 6 percent per year (primarily because of increases in personnel costs and because the RMPs being developed tend to be more controversial and complex).

Status of RMP Workload

In 1995, BLM will begin new starts on 2 RMPs, and complete 11 RMPs in progress. Table II summarizes the workload status. The graphic entitled "Composite RMP Status" portrays the location and status of BLM's RMP workload as of December 1993.

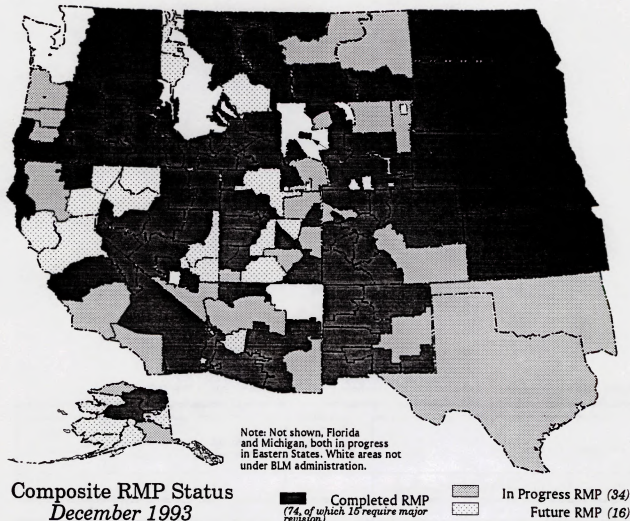


Table XXXV RMP Summary, 1993, 1994, 1995.

	FY 1993	FY 1994	FY 1995
RMPs Completed/ Approved EOY	75	91	102
RMPs in Progress	--	35	24
RMP Completions During Year	--	11	11
RMP New Starts	--	2	2

Over time, the number of RMPs will increase, and MFPs will decrease as new RMPs are completed. Since RMPs are more complex and detailed than older MFPs, the cost of maintenance on a per unit basis is also higher. By the end of 1995, BLM will maintain 102 RMPs.

In addition to the above described work, significant effort in support of the emphasis on interdisciplinary resource management will be expended during 1995 in the areas of planning coordination with State, local, and other Federal agencies, as well as in environmental coordination as required by NEPA.

Table XXXVI Workload Accomplishments, Resource Plans & Analysis 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource Management Plans (#Completed)	3	11	11	0



Activity Summary**Activity: Activity: Sustaining Economic, Social and Physical Uses****Table XXXVII** Activity Summary (\$ 000s).

Subactivity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Realty and Ownership Management	71,943	76,427	-1,447	-1,100	73,880	-2,547
Fluid Minerals Management	54,171	55,408	-570	-500	54,338	-1,070
Solid Minerals Management	15,353	15,468	-826	-500	14,142	-1,326
Wild Horse and Burro Care and Placement	7,700	8,200	+15	0	8,215	+15
Facilities Maintenance	29,262	32,809	-379	-500	32,930	+121
Natural Resources Law Enforcement	15,161	10,136	+85	0	10,221	+85
Hazardous Materials Management	22,521	19,954	-740	-1,012	18,202	-1,752
Recreation Operations (Fees)	1,438	1,462	0	0	1,462	0
Total	217,549	219,864	-3,862	-2,612	213,390	-6,474

¹ Please see the cross-walk table for a derivation of these budget levels.**❖Activity Narrative❖**

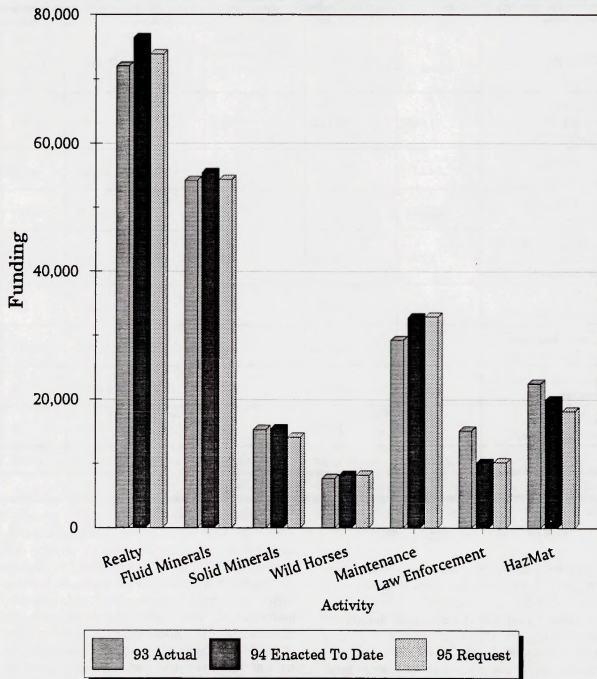
The *Sustaining Economic, Social and Physical Uses* activity provides for the management and use of natural, physical and economic resources on Public Lands to support the quality of human life while providing for the requirements of natural systems. Economic development will be accomplished in such a way as to sustain the long-term health and integrity of the resources.

The various programs of this activity provide a means for BLM to meet public demand for the use and management of natural, physical and economic resources in the context of sustainable development and integrated resource management. The activity includes realty and ownership management, wild horse and burro care and placement, fluid minerals management, solid minerals management, facilities maintenance, natural resources law enforcement, hazardous materials management and operation of recreation facilities with collected fees.



Sustaining Economic, Social and Physical Uses

Dollars in Thousands



Recreation Operations (Fees) are not included on this chart.



The BLM is responsible for managing, protecting, and improving 270 million acres of Public Lands in a manner that best serves the needs of the American people. In addition, the BLM administers mineral leasing and supervises fluid and solid mineral operations on approximately 300 million acres of mineral estate underlying other Federal, State, private, and Indian Lands throughout the United States. The total Federal Mineral Estate (subsurface and surface) managed by the BLM is approximately 570 million acres.

Included are Federal land ownership issues and use authorizations, boundary identification, the standardization and automation of records, resource protection and the remediation of hazardous materials on Public Lands. Also included is the maintenance of facilities and structural investments, and the collection and reinvestment of recreation fees for facilities improvement, and expanded fee collection capabilities. The adoption of excess wild horses and burros is a priority in order to meet both herd and resource management objectives.

The BLM emphasizes the conservation, management, and protection of these resources to achieve the optimum combination of diverse uses, services and protection that considers the long term needs of future generations for an ecologically sound environment and a strong economy.

During the last decade there has been a growing awareness about new resource management issues, developments in technology, scientific information, cultural and ethnic demands, increasing population, changing local economic conditions, and greater demands for a clean and healthy environment. These trends present new opportunities for the BLM to respond in an enterprising manner and adapt operations and management to deal with these new concerns.

Much of this can be accomplished through interdisciplinary Public Land management, focusing on maintaining the integrity, diversity and productivity of natural systems while providing sustainable

development, resource products, uses, values and services for current needs and for future generations. It is founded in managing natural systems rather than individual programs while recognizing that humans and their social, economic and cultural needs are an integral part of landscapes.

Sustaining Economic, Social and Physical Uses

The following goals, sustaining economic, social and physical uses have been established for actions in 1995:

- Public Lands must be considered in relation to their function as an integral part of the whole regional system and its physical, biological and socio-economic qualities;
- The focus must be shifted to identifying and meeting the needs of our changing customers for resources, commodities, uses and services available on Public Lands;
- Planning for and investing in management to assure long-term sustainable landscapes to meet the environmental, infrastructure and economic needs of generations of the future; and
- Developing "good science" capabilities including the use of advanced automation technology to support management that can be adaptive and responsive to changing conditions and new information.

The *Sustaining Economic, Social and Physical Uses* activity includes the following subactivities:

Realty and Ownership Management

The BLM provides permits, leases, and rights-of-way to use public lands, and consolidates, exchanges, or adjusts land ownership to meet landscape management goals and the needs of public and private interests.

BLM conducts special lands and realty functions for Federal lands in the State of Alaska, including



continuing the transfer of Federal lands selected by the State of Alaska, Native corporations and Native individuals under various laws.

The BLM continues to seek access to public lands by acquiring easements on non-Federal lands that are essential to BLM's resource management programs, particularly forestry and recreation.

BLM conducts land exchanges in support of resource management decisions. This component reflects a Departmental and policy emphasis to use more land exchanges, along with fee purchases as the joint means for adjusting land ownership patterns and improving the manageability of surface jurisdictions. The emphasis under this strategy will be a balanced approach of land acquisition and land exchanges to assure protection of unique areas and improve the land ownership configuration of the Federal lands. Land acquisition will be completed to improve the management of threatened and endangered species, and preserve key wetlands, riparian areas, and other sensitive cultural and natural resources. The Land and Water Conservation Fund is a key component of this strategy.

BLM performs cadastral surveys to delineate the Federal property boundary lines and which also are the framework for other ownership boundaries in the Public Lands states. In Alaska, cadastral surveys are primarily used to identify Federal lands that can be transferred under the Alaska Statehood Act, the Alaska Native Claims Settlement Act, and other laws. Cadastral surveys are performed in the contiguous 48 States to mark or re-establish boundaries and to provide legal property descriptions for Federal surface and subsurface lands.

Wild Horse and Burro Care and Placement

The placement of 9,300 animals through adoption will be pursued. Emphasis is placed on implementing the *Strategic Plan For management of Wild Horses and Burros on Public Lands* designed to

achieve appropriate management levels of animals.

Fluid Minerals Management

BLM is responsible for managing about 73,000 Federal and approximately 4,200 producing Native American Indian oil, gas and geothermal leases. The program provides for environmentally responsible fluid mineral production on Federal lands. This includes strengthening the fluid minerals inspection program on Federal and Indian lands, and the protection of Federal resources.

Solid Minerals Management

This program covers leasable solid minerals such as coal, uranium, potassium, sodium, phosphorus etc., and salable common variety minerals such as building stone, gravel and others, while providing for the requirements of natural systems. Emphasis is placed on environmentally responsible mineral extraction on Federal lands. Public Lands contain one-third of all coal resources in the United States.

Facilities Maintenance

The BLM performs maintenance of facilities used by both the public and Federal employees to meet health and safety standards, protect the public's investment in existing facilities, and reduce future, large-scale restoration costs. The BLM's goal is to maintain and improve buildings, bridges, roads, trails, and recreation sites. Emphasis is on safety, damage prevention, and providing facilities with access for all Americans.

Natural Resources Law Enforcement

The priority effort for BLM law enforcement is on public safety, resource protection, and compliance for the activities on Public Lands. Efforts include the reduction of unauthorized uses and illegal activities relating to archaeological, lands, energy and minerals, forestry, recreation, water and wildlife resources and the illegal storage and



disposal of hazardous materials. BLM law enforcement activities also involve the suppression of illegal drugs on Public Lands.

Hazardous Materials Management

Through this program BLM emphasizes the protection of public health, safety and public land natural resources from the adverse effects of actual and potential hazardous materials. Compliance with applicable Federal and State hazardous materials laws and regulations, and the reduction of future hazardous materials liabilities and costs to the Government is stressed.

In 1995, BLM will also administer a Department-wide "Central Hazmat" account which will address cleanup efforts.

Recreation Operations(Fees)

Recreation fees are used to fund the operations and maintenance of recreation areas and facilities on the Public Land which produce fee revenue, and support the BLM's overall recreation program efforts.

◆Authorizations◆

The Alaska Native Claims Settlement Act of 1971 (ANCSA) (43 U.S.C. 1612) requires the survey of Alaska Native lands for conveyance to Native corporations and individuals.

The Alaska Statehood Act, as amended (48 U.S.C. Chap. 2 note) requires the survey of lands for conveyance to the State.

The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) (16 U.S.C. 3101 et seq.) requires maps and legal descriptions for certain areas.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land, or in anyway respecting such Public Land; and also, as relates to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he

shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1701 et seq.) authorizes the management of the Public Land on a multiple-use basis; provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws, and authorizes the following functions:

- 43 U.S.C. 1711, 1738, to prepare and maintain inventories of all Public Land and resources; authorizes the delineation of boundaries of the Federal Interest lands (those in which the Federal government has right, title, or interest);
- 43 U.S.C. 1712(d), to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications;
- 43 U.S.C. 1713, to sell a tract of Public Land if the sale of such tract meets certain disposal criteria;
- 43 U.S.C. 1714(i), to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(i) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals;
- 43 U.S.C. 1714(l), to review certain withdrawals in the 11 western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews.
- 43 U.S.C. 1715, 1716, provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (§205); in exercising this authority, appropriations from the Land and Water Conservation Fund (LWCF) may be used to purchase lands which are primarily of value for outdoor recreation purposes (§318(d) of FLPMA); to exchange Public Land if the public interest will be well-served by making that exchange; The Federal Land Exchange Facilitation Act



of 1988 (43 U.S.C. 1716) amends FLPMA to provide for the streamlining of Federal land exchange procedures;

- 43 U.S.C. 1719, to convey Federally-owned mineral interests to the surface owner;
- 43 U.S.C. 1721, to convey omitted Public Land to a qualified occupant if it is in the public interest to do so;
- 43 U.S.C. 1731, 1732, provides authority for the maintenance of facilities required for the protection, development, and management of lands and resources; directs that Public Land be managed to protect scenic, historical, and archaeological values, manages the use, occupancy, and development of the Public Land through leases and permits, and requires land use planning;
- 43 U.S.C. 1733, 1734, 1740, to protect and manage Public Land against willful and knowing violation of regulations, including trespass, authorizes the Secretary to designate Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with local officials to assist, and authorizes collection of service charges to finance the costs of certain applicant related activities; and
- 43 U.S.C. 1761–1771, 1782, provide for outdoor recreation and human occupancy and use, to determine the suitability of Public Land for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way, and for prevention of unnecessary or undue degradation of the Public Lands.

The Desert Land Act of 1877 (43 U.S.C. 321–323) provides authority to reclaim arid and semi-arid Public Land of the western States through individual effort and private capital.

The Carey Act of August 18, 1894 (43 U.S.C. 641) authorizes the Secretary, with the approval of the President, to patent to States desert lands which are reclaimed, cultivated, and settled.

The Taylor Grazing Act of 1934 (43 U.S.C. 315) authorizes the Secretary to classify lands within grazing districts or lands withdrawn by Executive Orders 6910 and 6964, and to open lands to certain types of entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands are not permitted before classification and opening.

The Act of August 30, 1949, as amended (43 U.S.C. 687(b)) authorizes the Secretary to dispose of Public Land and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

The Act of May 24, 1928, as amended (49 U.S.C. App. 211–213) authorizes the Secretary to lease contiguous unre-

served and unappropriated Public Land (not to exceed 2,560 acres) for a public airport.

Section 516 of the Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215) authorizes conveyance of lands to public agencies for use as airports and airways.

The Eagle Act of February 28, 1958 (43 U.S.C. 156) provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.

The Recreation and Public Purposes (R6PP) Act of 1926, as amended (43 U.S.C. 869) authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. *The R6PP Amendment Act of 1988* provides that suitable Public Land may be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.

The Burton-Santini Act, Public Law 96–586 (94 Stat. 3381) authorizes and directs the Secretary to sell not more than 700 acres of Public Land per calendar year in and around Las Vegas, Nevada; the proceeds of which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.

The Zuni Act, Public Law 98–408, (98 Stat. 153) authorizes the Secretary to acquire, through purchase or exchange, certain private land and to convey such land to the Zuni Indian Tribe for religious purposes.

The Federal Power Act of 1920, as amended (16 U.S.C. 818, §24) allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241–1249) establishes a national system of trails and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold, with the receipts to be deposited in the Land and Water Conservation fund.

The Wild and Scenic Rivers Act, as amended (16 U.S.C. 1277, §6(d)) authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

The Mineral Leasing Act of 1920, as amended, (30 U.S.C. 181, et seq., 185, §28) provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain, mandates a broad spectrum of requirements for lease management, and authorizes the Secretary to determine suitability of Public Land for oil and gas pipeline rights-of-way.



The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351–359) expands the provisions of the 1920 Act to include mineral resources on acquired lands.

The Federal Oil and Gas Royalty Management Act of 1982 (FOGRMA) (30 U.S.C. 1701), is a comprehensive law dealing with royalty management on Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leaseable minerals.

The Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, et seq.), establishes a new oil and gas leasing system and changes certain operational procedures for onshore Federal lands.

The Combined Hydrocarbon Leasing Act of 1981 (30 U.S.C. 181, 351), permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321, 4331–4335, 4341–4347), requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.

Reorganization Plan No. 3 of 1946, § 402 (60 Stat. 1099), transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The Department of the Interior Appropriations Act for FY 1981 (42 U.S.C. 6508), provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

The Federal Coal Leasing Amendments Act of 1976 (FCLAA) (30 U.S.C. 201, et seq.) requires competitive leasing of coal on Public Lands and mandates a broad spectrum of coal operations requirements for lease management.

The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a)) provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorize the Secretary to carry out the provisions of the Acts. These Acts also provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a) sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and studying methods for disposal of waste and reclamation.

The Geothermal Steam Act of 1970 (30 U.S.C. 1001) authorizes the Secretary to issue leases for the development of geothermal resources. The *Geothermal Steam Act Amendments of 1988* list significant thermal features within the National Park System requiring protection, provide for lease extensions and continuation of leases beyond their primary terms, and require periodic review of cooperative or unit plans of development.

The Materials Act of 1947, as amended (30 U.S.C. 601–604 et seq.) provides for the sale of common variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.

The Act of March 3, 1879, as amended (43 U.S.C. 31(a)) provides for the inventory and classification of the Public Lands and examination of the mineral resources and products of the national domain.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331–1340) provides for the management, protection and control of wild horses and burros on Public Lands and authorizes “adoption” of wild horses and burros by private individuals under cooperative agreements with the Government.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901–1908) establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

The Federal Uniform Crime Reporting Act of 1988 (28 U.S.C. 534) requires Federal agencies collecting data on crimes to report that data to the Attorney General in a manner prescribed by the Department of Justice.

The Resource Conservation and Recovery Act as amended by Federal Facility Compliance Act of 1992 (42 U.S.C. 6901–6992) authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity for federal agencies with respect to all federal, state, and local solid and hazardous waste laws and regulations. Federal agencies are now subject to civil and administrative penalties for violations and cost assessments for the administration of the enforcement.

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601–9673)



provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

The Emergency Planning and Community Right-To-Know Act of 1986 (42 U.S.C. 11001–11050) requires the private sector to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory its emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public. Executive Order 12856 extends EPCRA requirements to Federal agencies.

The Pollution Prevention Act of 1990 (42 U.S.C. 13101–13109) requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change and recycling. Encourages and requires development of new technology and markets to meet the objectives.

The Clean Water Act, as amended (33 U.S.C. 1251–1385) requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

Community Environmental Response Facilities Act of 1992 (42 USC 9620(h)) is an amendment to CERCLA which expands on the risk assessment requirements for land transfers and disposal.

Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978, (43 F.R. 4770) assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.

Executive Order 12580, Superfund Implementation, January 23, 1987 (52 F.R. 2923) requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on Public Lands.

Executive Order 12856, Federal Compliance with Right-to-Know Laws and Pollution Prevention Requirements, August 3, 1993, (58 F.R. 41981–41987) requires Federal agencies to comply with the planning and reporting provisions of the Emergency

Planning and community Right-to-know Act and to set an example for the rest of the country in pollution prevention

Executive Order 12873, Federal Acquisition, Recycling, and Waste Prevention, October 20, 1993, (58 F.R. 54911–54919) requires Federal agencies to incorporate waste prevention and recycling in daily operations, institute energy and water efficiency programs, acquire and use environmentally preferable products and services, and implement cost-effective affirmative procurement programs for products made with recovered materials.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

The Timber Access Road Act of July 26, 1955, (69 Stat. 374) authorizes acquiring access to timber roads.

The Act of August 1, 1888 as amended, (40 U.S.C. 257) provides condemnation authority.

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460), authorizes planning, acquisition, and development of needed land and water areas and facilities; in exercising this authority, appropriated funds from the LWCF may be used for such acquisition to assist in preserving, developing, and assuring accessibility for the benefit of present and future citizens of the United States of America.

The King Range National Conservation Area Act of 1970, as amended (16 U.S.C. 460(y)), authorizes acquiring lands or interests in lands, within the King Range NCA area and selected adjacent lands.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.



Justification of Program and Performance**Subactivity: Realty & Ownership Management****Table XXXVIII Subactivity Summary (\$ 000s).**

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	76,427	-1,447	-1,100	73,880	-2,547
FTE	1,187	-41	+1	1,147	-40

¹ Please see the cross-walk table for a derivation of these budget levels.**◆1995 Subactivity Description◆****Resource Description**

BLM is responsible for managing 270 million acres of Public Lands and for providing for appropriate use, disposal, adjustment of land resources, determining boundaries of Federal land and maintaining the historic records for these ownership transactions.

Much of BLM's realty and ownership management work is related to requests from external customers for use of Public Lands and their resources. Use authorizations are granted when consistent with land-use-plans and appropriate environmental laws. Many of these proposals require a rental or lease schedule to be determined which will set a fair return to the American tax payer. BLM also asserts water rights on behalf of the Federal government and to approve uses and conveyance systems for other water sources where individuals have acquired the water rights consistent with State law and Federal regulations.

Resource Management Objectives

The objectives of this subactivity are to provide for the integration of the Public Lands realty and ownership actions to provide for a uniform

system for managing Public Lands and Federal government boundary records.

◆1995 Program◆

The Realty and Ownership Management Subactivity includes cadastral survey and lands and realty management work for both Alaska and the contiguous 48 states, water rights acquisition and management, and access management for public lands under BLM jurisdiction. Consolidation of these programs places all land ownership, realty and water rights issues associated with Public Lands into one subactivity.

Cadastral Surveys

The Secretary of the Interior has sole authority to execute all legal boundary surveys on all Federal land. The Secretary has delegated this authority to BLM. Boundaries of Federal interest lands (those in which the Federal government has right, title, or interest) must be delineated, on-the-ground, and described in the official records of the United States (maintained by the BLM) as determined by a land survey, prior to issuing a patent or to conducting various types of resource actions. BLM is responsible for the creation, maintenance, and interpretation of all official land survey records of Federal Interest lands.



The objectives of Cadastral Survey work are to provide Federal boundary surveys which include the locating, marking, recording, and interpreting of surveys for all Federal interest lands. BLM

- provides land managers with land boundary surveys in support of lands and realty, energy and minerals, forestry, hazardous waste, law enforcement, cultural, and other natural resource programs;
- develops and maintains, through the Federal Geographic Data Committee, land survey data standards to facilitate land survey data exchanges among Federal, State, and private interested parties;
- records, automates, and preserves land survey records for use by Federal and State government agencies; and
- maintains the Geographic Coordinate Data Base (GCDB) as an integral part of the Automated Land and Mineral Records System.

Types of Survey

Two major types of cadastral surveys are executed for the Federal lands. These are as follows:

- ① original surveys under the Public Land Survey System (PLSS) which were established by Congress in the Land Ordinance of 1785. Original surveys may also include surveys of omitted Public Land islands. Since the resurveys are generally higher priority than original surveys, completion of the original surveys has been deferred except for those required for trespass abatement and resource management; and
- ② resurveys which are performed to re-establish the boundaries executed in the original survey or to restore boundary monuments that have been lost or have deteriorated since the original survey. Resurveys are required to identify the property boundaries for all on-going land conveyances.

Surveys in the Contiguous 48 States

In the contiguous 48 States BLM conducts surveys:

- as a prerequisite to patenting of Public Land;
- to establish precise, on-the-ground boundaries for leases or other uses of the Public Land (e.g.,

re-establishing original surveys on lands with significant mineral resources, for Congressionally-designated wilderness, and for cultural, recreational, or other specially designated areas); and

- to determine and mark precise boundaries to avoid trespass between non-Federal and Federal land.

All cadastral surveys in the contiguous 48 States are initiated to resolve specific management problems. That is, BLM undertakes original surveys or resurveys only when needed to resolve a specific management problem. Because land ownership surveys are focusing more on high value lands, these surveys have become more complex and often result in litigation.

In 1995, BLM cadastral survey of energy and mineral rich lands will continue. However, increased emphasis will be given to implementing new initiatives such as establishing cooperative land survey project offices in urbanized areas (i.e. southern California and other large western metropolitan areas) and in areas that contain multi-agency resource or land ownership conflicts (i.e. along the Snake, Salmon, Colorado, Red Rivers, etc. and the legal ownership of islands that occur within these rivers.). These project offices will not only be more cost-effective but they will concentrate on current resource issues that face Federal interest lands and the public.

BLM interprets cadastral survey and land ownership data for use in BLM's Automated Land and Mineral Records System in support of lands and realty actions, trespass abatement, hazardous waste liability, etc.

At the 1995 Budget level, the Cadastral Survey program will oversee and provide quality control on approximately 367 projects in the lower 48 states, equaling approximately 5,134 miles of boundary survey. BLM anticipates responding to approximately 5,500 external customer inquiries. for cadastral survey information related to the contiguous 48 states.



Alaska Survey Work

The primary focus of Cadastral Surveys in Alaska is to support land transfers to the State of Alaska, Native corporations, and individuals, as required by legislation such as the Alaska Statehood Act, Alaska National Interest Lands Conservation Act, and the Native Allotment Act, as well as other programs. The 1995 program for Alaska survey work at the continuing level is \$15,279,000.

In total, more than 155 million acres in Alaska will be transferred from Federal to other ownership. Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native selections be identified, surveyed, and described but so must the thousands of inholdings such as those related to Alaska Native Claim Settlement Act (ANCSA) §14(h) (cemetery and historic sites), mining claims, Native allotments, etc. Additional surveys are also required for ANCSA §14(c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. Survey complexity, as well as the remoteness of the lands and difficult topography, results in relatively high cost surveys in Alaska as compared to the other BLM State Offices.

Many surveys are being conducted under the *Indian Self Determination And Education Assistance Act (P.L. 93-638)* (ISDA) contract procedures. Under the requirements of this legislation, Alaska Native corporations are allowed to negotiate sole source contracts to conduct cadastral surveys of Native selected lands. The following projects are proposed to be completed within the requested amount for 1995: Ekwok survey - (\$450,000), Ketchikan part 1 (second half) - (\$1,000,000), Central Seward - (\$600,000); and Chugach West - (\$1,000,000).

BLM initiated the Alaska Patent Plan Process to ensure coordination between the Alaska land program and cadastral survey programs in facilitating land patenting in an efficient and effective

manner. The Alaska Patent Plan Process identifies all the various lands adjudication and survey needs within a particular "geographic window." Due to the high cost of field operations, intense and concentrated efforts are made to survey all inholdings, Native allotments, corporations, village selections, State selections, and all navigable meandering water bodies concurrently within each "window" before moving to other geographic areas.

Criteria for establishing the priorities for survey have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC) through representatives from the State, Native interests, individual Native corporations, and Federal agencies, recommend priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process is best demonstrated over a 5-year cycle, rather than on an annual basis. The result of this process is a slight reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives has increased.

Starting in 1994 as part of, the Cadastral Survey program in Alaska, BLM provides the operation and maintenance of the Alaska Geographic Coordinate Data Base (GCDB), including any additional GCDB data collection necessary to support the Alaska Automated Land Mineral Recordation System. At the end of 1994, approximately 3,000 townships of GCDB data will have been approved. This will enable Alaska BLM to use existing automated land and mineral records to produce master title plats and to display records graphically. However, the full benefits of automation will not be achieved until the Bureauwide ALMRS/Modernization system architecture is fully installed in the BLM Alaska organization.

Approved Cadastral Surveys have been completed for nearly one-third of Alaska. BLM is conducting rectangular surveys in conjunction with State and Native selections to improve survey efficiencies



and the Patent Plan Process. As new township and other surveys are completed, the Alaska GCDB will be updated.

At the 1995 Budget level, the Cadastral program will oversee and provide quality control on approximately 17 projects in Alaska, equaling approximately 1,150 miles of boundary survey or 225 parcels of land to be transferred from Federal ownership to the State of Alaska or Native Corporations. At the 1995 Budget level, approximately \$200,000 will be directed towards operation and maintenance of the existing GCDB and an additional 50 townships will be added. BLM anticipates responding to approximately 1,000 external customer inquiries for cadastral survey information related to Alaska. The table below represents the anticipate total program accomplishments for all agencies, regardless of the funding source.

Micrographics

BLM provides copies of the official land records of the Federal government to both internal and external users. For most of the non-automated records this is done by microfilming. The micrographics program preserves Cadastral survey records for use by governmental and private entities in land management activities. BLM directs approximately \$400,000 for micrographics work for this effort. The project involves micro filming several hundred thousand survey plats and abstracting, indexing, and filming several million pages of field notes. This system will be phased out as more efficient automated systems are developed and implemented.

Cadastral Survey Support to Other Agencies

Approximately 45 percent of the land surveys performed by BLM are in support of other Federal agencies. BLM has agreements with the National Park Service (NPS), the Forest Service (FS), and the Bureau of Indian Affairs (BIA) for conducting land surveys and for providing other cadastral survey services. BLM receives approximately

\$2,500,000 annually through transfer of funds from the FS for accomplishing surveys on FS administered land and \$2,000,000 annually through reimbursement from BIA for accomplishing surveys on Indian Reservation land. NPS, U.S. Fish & Wildlife Service, Bureau of Reclamation, the Army Corp of Engineers, State, and private survey requests are less frequent and generally consist of a specific boundary survey. Coordination of survey services for other Federal agencies, e.g., training, contracting, cooperative efforts, and administrative resolutions is handled through the Interagency Cadastral Coordination Council (ICCC) established by the Secretary in 1980.

BLM has agreements with the FS and NPS which allow these agencies to conduct the field survey portion of a cadastral survey on their own lands. Under these agreements BLM provides such services as a search of land title records, records of previous surveys, special survey instructions, and ultimate survey approval. BLM is also responsible for all records management following approval.

BLM provides technical guidance to private land surveyors on complex cadastral survey issues. In addition, BLM interprets the Manual of Surveying Instructions for Federal, State, and county courts in support of litigation involving the Public Land Survey Systems. The BLM Survey Manual provides the basis for State survey law in 31 of the 50 States.

The General Land Office Records Preservation Project:

BLM is also responsible for the protection and preservation of the land ownership and cadastral survey records located in the BLM's Eastern States Office (ESO). Many of the Eastern and mid-Western land and survey records are maintained at the ESO. These records date back more than 200 years, with most of the documents being over a 100 years old. These records are of historical significance and provide critical information about land that has been transferred in and out of Federal ownership. These records are



Table XXXIX Workload Accomplishments, Cadastral Survey, 1994 and 1995.

Workload Measure	1994 Enacted to Date		FY 1995 Planned	
	# of Projects	Miles/Monuments	# of Project	Miles/Monuments
Bureau of Land Management	145	3,020/5,530	125	2,900/5,300
Bureau of Indian Affairs	55	1,180/2,230	50	1,100/2,000
U.S. Forest Service	50	1,200/3,840	45	930/2,060
National Park Service	25	360/835	20	300/800
Navajo Hopi Indian Reservation	5	90/320	5	50/200
Corp of Engineers	5	100/300	10	120/310
Others	15	365/675	10	300/300
Total	300	6,335/13,730	265	5,700/11,970

This table represents the number of individual surveys BLM plans to conduct for each specific agency listed for 1994 and 1995. The second column is an estimate of the number of miles of boundary survey that would be accomplished and the corresponding number of monuments that would be set. The number of monuments is an indication of the complexity of the survey. Funding support by other agencies is not reflected in this subactivity narrative.

often essential for current land management activities on Federal, State and private land.

Age and continued heavy use by both BLM and the public have led to deterioration of these valuable land records. To preserve them BLM is having them scanned onto optical disks and is developing an automated index to facilitate their use. This project also involves electronically scanning the original survey records in order to protect the older paper file records from use.

These documents include 30,000 cadastral survey plats and 1,750 volumes of accompanying cadastral survey field notes. The 1995 program level is continued at \$1,400,000 for the total project including land cadastral survey records preservation.

Lands and Realty Management

The BLM provides basic lands and realty services to the public, State, local, and other Federal agencies by processing land use authorizations and rights-of-way grants, adjusting tenure

through land exchanges (including supportive lands actions such as withdrawal revocations), and completing land disposal actions. BLM also operates the system for maintaining the official Public Land records of the Federal government, and responds to public inquiries about Public Land status, use and availability. Much of this work is driven largely by public demand for realty services. Adjustments between workloads will occur as public demand shifts.

Alaska lands actions may be affected by authorities which are specific to that state. Alaska program emphasis is on the conveyance of land to fulfill the entitlements of the State of Alaska, Native corporations, and individuals (Native allottees, settlement claimants, and townsites). The Patent Plan Process is used to organize conveyance work in Alaska and remains a priority.

The 1995 Program also covers BLM activities to process rights-of-way applications, prepare right-of-way grants, increase the number of completed trespass cases, and process Recreation and Public Purposes applications.



The Federal Land Exchange Facilitation Act (FLEFA) of 1988 provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process. The final regulations implementing the provisions of this law were issued in 1993. Implementation of the provisions of FLEFA will facilitate the completion of additional exchanges in 1995.

Exchange workload involves preliminary identification of lands, negotiations regarding values, completion of a variety of resource inventories, and resolution of title issues. Because each individual exchange involves a variety of complex factors and circumstances, the resource objectives, acreages and values of the offered and selected lands may change as exchange proposals are processed. The use of third party facilitators for exchanges may help maximize the benefits to the BLM and to minimize any perceived negative community impacts.

Land Disposals

BLM plans to offer about 2,500 acres of Public Land for sale under the authority of §203 of FLPMA. This is an decrease of 728 acres over the planned 1994 level. The lands are largely scattered tracts, all of which have been identified as suitable for disposal as a result of BLM land use planning. While exchange is the preferred method of disposal, those lands which are sold must be sold at fair market value as determined by an acceptable land appraisal. They must also be inventoried for resources such as threatened and endangered species and cultural values.

Also, the 1995 program supports a continued effort on land sales in Clark County, Nevada under the Burton-Santini Act, which provides for the offering for sale of not more than 700 acres annually. BLM expects to offer and sell 700 acres in Clark County in 1995.

The 1995 program includes the conveyance of 2,000 acres of Public Land to State governments under the State Indemnity Program. This is consistent with Secretarial policy and the Memo-

randum of Understanding with the State Land Commissioners Association. In many of the States, remaining entitlements under the state indemnity selection statutes approach completion. Therefore, a decrease in demand by State governments for indemnity selections is expected in 1995.

In 1995, BLM plans to process 25 Desert Land Entry (DLE) applications. The program continues at a minimal level of processing because of emphasis on higher priority workloads supporting multiple-use objectives.

Land Use Authorizations

Land use authorizations under FLPMA §302(b) provide for private use of Public Lands through lease or permit. Leases and permits are issued for a variety of uses including filming, apiary sites, temporary storage of materials, etc. In 1995, BLM plans to issue an estimated 1,100 leases or permits.

The BLM will continue to monitor, control, and reduce realty trespass to prevent conflicts with recreation and other authorized multiple uses and to ensure that the Federal Government receives a fair and equitable return for the use of Public Land resources. BLM's trespass abatement program emphasizes prevention through early detection and recordation of suspected unauthorized activities on the Public Lands. An estimated 750 trespass cases will be closes during 1995.

BLM also responds to local and State government requirements for land for community expansion and new public facilities in a timely fashion, primarily through the use of Recreation and Public Purposes Act (R&PP) authorizations. In 1995, approximately 190 R&PP leases will be processed, an increase of 78 from 1994. Regulations implementing the Recreation and Public Purposes Amendments Act have been published and are effective.



Official Land Records

The operation, maintenance and improvement of the official Public Land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of BLM. These records amount to over one billion items or documents and are made available to the public, local and State governments, other Federal agencies, and for BLM management purposes.

Every BLM office makes Public Land records available to the public for review. BLM continues to maintain the manual land record system, including master title plats, historical indices of land actions, and copies of patents and other pertinent documents about the Public Land and land formerly in the "Public Domain" but now in private ownership. Many of these land records also have great historical value and public interest. In addition, in order to accomplish its program objectives, every BLM program requires accurate information about Public Land availability, status, and use authorizations such as information about mineral leases, use authorizations, and land availability.

The records maintenance workload involves having the Public Land records available for use, and being responsive to our customers' information requests about Public Land status, use and availability. Other BLM programs (e.g. recreation, oil and gas, and mining law administration) also provide direct public information assistance concerning Public Land status and uses.

The general improvement and automation of the BLM's entire Public Land records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as well as all other BLM programs that depend on accurate and up-to-date land records, will become more efficient and effective when ALMRS is fully implemented. In addition, the existing microfilm and paper records systems now in use in most offices will be replaced by the automated system, and

thus the land records will become more accessible and usable to the public, other government agencies, the BLM, and private industry.

Until ALMRS is implemented Bureauwide however, the responsibility for maintaining the existing official Public Land records and making them available for use by other programs and our customers continues to be funded largely through the lands and realty program. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and entering data into the On-line Case Recordation and Access (ORCA) system for the ALMRS lands data base are responsibilities within the lands program.

Rights-of-way

Under FLPMA and Mineral Leasing Act provisions, the BLM issues Right-of-way (ROW) grants to authorize the construction, operation and maintenance of a wide range of projects on the Public Land, such as petroleum pipelines, power lines, energy development and distribution facilities, roads, and communication sites.

Rights-Of-Way (ROW) work is funded from a combination of appropriated funds and of fees paid by applicants wishing to use the Public Land for ROW purposes. The ROW fees are made available for use by the BLM through the "Service Charges, Deposits, and Forfeitures" indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (43 U.S.C. 1734(b)), applicants for FLPMA rights-of-way only pay a portion of processing costs.

BLM's ROW workload is divided between casework and non-casework functions. Non-casework actions include functions such as pre-application review, corridor planning, managerial direction, training, and other aspects of program management not directly associated with a specific case. It also includes workload associated with providing information to the holder, resolving disputes regarding the authorization, correcting errors and omissions in past processing actions, processing



rental updates, etc. All non-casework activities are funded in this direct appropriation subactivity.

Casework is the primary workload in the ROW program. Casework includes responding to an application, including preliminary investigations, assessments, and appraisals; developing special stipulations; issuing the ROW grants and/or temporary use permits; and monitoring the authorized ROW. Applicants for ROW uses include individuals, corporations, public and private utilities, associations, and state and local governments. Right-of-way case processing also includes relinquishments, assignments, expirations, and application amendments or withdrawals. In some cases, the applications are made to authorize an existing but previously unauthorized use.

Greater emphasis is being placed on processing ROW applications and on the reduction of the number of pending ROW cases. The processing of 3,000 new and existing ROW applications and the issuance of 3,100 ROW grants is expected to be accomplished in 1995.

Casework also includes the post-authorization compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often includes construction site visits and post-construction inspections. To the extent allowable under law, the BLM costs of casework such as processing ROW applications and monitoring and compliance reviews of authorized ROWs are recovered by fees collected and made available for use through the "Service Charges" account.

Withdrawals

FLPMA requires land withdrawal reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. Section 204(l) (43 U.S.C. 1714(l)) mandates a comprehensive 15-year review of most withdrawals of Federal lands

in the 11 western States, exclusive of Alaska, to be completed by October, 1991. However, this deadline was not achieved due to delays caused by the *National Wildlife Federation v. Burford, et al.* lawsuit which precluded withdrawal review processing for over 5 years between 1985 and June 1990, and because of reduced funding levels resulting from the protracted delay.

In June, 1990, the U.S. Supreme Court issued a decision in the *National Wildlife Federation v. Burford, et al.* lawsuit which resolved this long-standing issue. The BLM is now implementing a new two-phase process for withdrawal review and implementation. This process involves an initial review phase and a subsequent implementation phase. A final policy statement was issued to BLM field offices in October, 1991. Using this new process, the BLM is scheduled to complete the review phase for withdrawals subject to FLPMA review by September 30, 1998, provided necessary funds are received. The final step is the sending of withdrawal cases to the Congress. During the subsequent implementation phase, the BLM will identify management prescriptions, through land use planning, for lands and resources that return to BLM administration as a result of withdrawal review. BLM will process 100 withdrawal cases to protect Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of land between Federal agencies.

Waterpower activities involve the identification and evaluation of Federal lands with significant water and power potential. In 1995, 24 waterpower cases will be reviewed. This review will provide land managers with information to ensure that potential water and power site information is included in land use plans.

Alaska Lands

BLM's Alaska lands workload is multifaceted with many mandates that affect the management of approximately 90 million acres of land in the State of Alaska by BLM. Program emphasis is on accelerating the survey and land transfer process



to meet congressionally mandated land entitlements; and empower state and Native land owners to manage their lands and resources. Added emphasis will be placed on improving the use of the Patent Plan Process to increase outputs and improve service to the State of Alaska, Native corporations, and the public at large.

BLM also prepares navigability reports, is completing transfer of the Alaska Railroad land to the State, administers the townsite trustee program, manages ANCSA 17(b) easements, processes land use authorizations issued under appropriate laws, recovers title to approximately 1,400 parcels of land for reconveyance to Native allottees, and supports automation and modernization initiatives under this program. Other actions include support to effectively implement Departmental and BLM program initiatives and to support resource management planning for the Public Land in Alaska. The amount devoted to the program in 1995 is \$14,630,000, the same as the 1994 level.

Conveyance Program/Patent Plan Process

The State of Alaska and Native corporations continue to emphasize the issuance of patents to surveyed lands and attention to special or economic need conveyance actions. Native allotment survey and transfer workload also remains a priority.

The 1995 program focus will be on maintaining a zero backlog of patentable acres and adjudicated certificates of allotment, on assisting the State and Natives in finalizing entitlement selections Native allotment title recovery actions, providing support to cadastral survey, and performing on-the-ground management of the Public Lands, including 17(b) easement identification and management.

By the end of 1994, title transfers to Alaska Native corporations by Interim Conveyances (IC) and patents granted will total 37.5 million acres, or approximately 82 percent of their total entitlement. Alaska Native corporations will have re-

ceived patent to 14.5 million acres, or 32 percent of their entitlement.

By the end of 1994, title transfers to the State of Alaska involving both patents and Tentative Approvals (TA), are expected to be more than 89.6 million acres, or 86 percent of the State's total entitlement. This total will include 37.6 million acres of patented land.

In 1995, BLM plans to patent a total of 1,500,000 acres to Alaska Native corporations, patent 500,000 acres and TA 2,000,000 acres to the State of Alaska, issue 650 Native allotment certificates, and complete 25 "Aguilar" cases.

The resolution of Native allotments is a complex adjudicative process which requires more expensive field time in the logistically complex Alaska work environment, and requires extra coordination efforts with the Native allottees. Approximately 6,400 Native allotment parcels await survey and/or issuance of certificates of allotment.

Implemented initially in 1986, the Patent Plan Process (PPP) is an ongoing process which facilitates the survey and transfer of lands in an efficient and cost effective manner, considering the remote and dispersed nature of the lands involved. The PPP identifies and schedules work by geographic windows to direct a concentrated work effort to complete lands adjudication, cadastral survey of inholdings and conveyance boundaries, and subsequent patent issuance.

The Patent Plan Process will continue to involve the resolution of "Aguilar hearing cases," another type of Native allotment. "Aguilar hearing cases" involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee.

The Alaska Townsite Program is nearing completion and only residual work remains. Approx-



mately 50 townsite deeds will be issued, covering the remaining 5 townsites. This program should be able to be sunset in 1995 or 1996.

Work on completing the transfer of the Alaska Railroad land to the State of Alaska will continue. Railroad lands will be transferred as survey plats are provided. This transfer should be completed in 1995 or 1996.

Water Rights Management

BLM's efforts in water rights management are focused to:

- complete the identification of water sources on the Public Land and maintain documentation and quantification for ecosystem uses;
 - provide water rights information, interpretation and technical assistance for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness, recreation, rangeland and ecosystem management;
 - insure appropriate rights are secured on behalf of the public to develop and maintain water improvements designed to maintain or improve Public Land watershed conditions including riparian/wetland ecosystems; and
 - provide for the legal and physical availability of water to meet needs by filing for water rights in compliance with State law.
- In 1995, BLM plans to fund Water Rights Management at a \$3,000,000 level.

❖ 1995 Subactivity Decrease ❖

Table XL 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	75,325	-1,100
FTE	1,147	-40

The 1995 Budget Request is \$75,325,000 and 1,147 FTE, a net program decrease of \$1,100,000 and 40 FTE from the 1994 Enacted Level.

A decrease of \$2,000,000 and 40 FTE for Alaska Cadastral Survey will result in a 1995 Budget level of \$15,279,000 and will reduce the amount of contract survey work by 8 projects (6 are ISDA contracts and 2 are other contracts) which equal about 300 miles of boundary survey. Reduced cadastral survey funding, when combined with a \$250,000 reduction in Alaska lands actions, results in a decrease in the number of parcels transferred to the State and Native Corporations by approximately 225 parcels.

The program increase of \$1,150,000 for non-Alaska lands and realty management activities in the lower 48 states will result in additional land exchanges, state indemnity selections, Recreation and Public Purposes leases and patents, right-of-way grants issued, and trespass cases concluded.



Table XII Realty & Ownership Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted to Date	1995 Budget Request	Changes From 1994 (+/-)
Exchanges (000s acres) -State	7	10	10	0
-Private	110	150	180	+30
Desert Land Entries (# cases)	31	27	25	-2
Public land sale offerings (acres)	2,845	1,278	2,500	-728
Burton-Santini Act lands offered (acres)	5,314	40	400	+660
State indemnity selections (acres)	2,845	1,439	2,000	+561
Recreation and Public Purposes leases & patent applications (# cases)	100	112	190	+78
Permits (# cases)	1,437	1,270	1100	-170
Realty Trespass (cases closed)	839	666	750	+84
R/W Grants: (# issued/modified)	3,142	3,036	3,100	+64
R/W Cases (# of cases processed)	2,588	2,998	3,000	+2
R/W Trespass (# of cases processed)	195	161	180	+19
Withdrawal processing (# cases)	68	113	750	-13
Withdrawal review (# cases)	482	161	400	-69
Classification review (# cases)	68	13	5	-2
Waterpower classifications (# cases)	31	.5	24	+5
Native corporation patents (million acres)	.956	1.3	1.5	0
State patents (million acres)	.506	.3	.5	0
Native allotments (parcels)	750	750	650	-170
Other Realty (cases)	473	310	300	-10
Alaska Cadastral Survey (miles)	1,280	1,300	1,000	-300
Lower 48 State Cadastral Survey (miles)	4,900	5,035	4,700	-335
Water Sources Quantified *	32,400	3,050	3,050	0

Note: Much of the workload is public demand driven. Therefore, actual units of accomplishment may vary from estimates depending upon current public demand for particular case types and actions.

* Reflects the culmination of several years of water rights work and a lump sum filing of 29,000 claims with the State of Idaho for the Snake River Adjudication.



Justification of Program and Performance

Subactivity: Wild Horse and Burro Care and Placement

Table XLII Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	8,200	+15	0	8,215	+15
FTE	77	0	0	77	0

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

In June, 1992, the BLM completed the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. This plan outlines the direction of the wild horse and burro program through the end of the century. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establishment of coordinated interdisciplinary herd management plans. These on-the-ground management actions, along with wild horse and burro removal activities, are discussed in the Upland Resources subactivity. This subactivity addresses the care and adoption of animals which have been removed from the range.

Resource Management Objectives

The main objectives of this program are to:

- ensure humane care and treatment of excess wild horses and burros;
- establish and maintain partnerships and cooperative relationships to benefit wild horses and burros; and

- increase and maintain professional capability, leadership and service to the public concerning wild horse and burro management.

◆1995 Program◆

To help meet these objectives, the BLM will examine the potential for challenge cost-share opportunities to enhance available wild horse and burro management capabilities. The BLM also anticipates the continuing use of volunteers to further expand program capabilities. In 1992, the most recent year for which we have calculated data, over 115,000 hours of volunteer work was contributed in support of the wild horse and burro program. Most of this volunteer effort, which had an estimated value of over \$1,225,000, was in support of the adoption program.

Care and Adoption

Following removal from the Public Land, healthy adoptable animals are transported to preparation facilities where they are cared for and prepared for adoption. The BLM maintains several small preparation facilities throughout the western states as well as several larger regional facilities which serve several states. At preparation facilities, a permanent identification mark is applied and animals are tested and inoculated to prevent disease or sickness which might occur during the



adoption process. If animals are in poor condition, they are fed hay until their condition has improved to a point that they can be safely transported for adoption and are in a condition that will attract adopters. A portion of the program funding is budgeted for the maintenance of preparation facilities and for the feeding of horses pending adoption.

BLM's selective removal policy has been in place since 1992. Because this policy greatly decreases the number of older horses to be adopted, the need to gentle and halter train horses at prison facilities to enhance their adoptability has been reduced. Most animals are held in BLM facilities pending adoption, however, some animals will continue to be held and trained at several prison facilities. Current agreements for prison training programs are structured so that the costs to the BLM are minimized and do not exceed those costs which would normally be incurred if horses were being held at BLM facilities. Some prison agreements are expected to result in costs lower than normal BLM maintenance costs because some prison facilities produce their own hay or have access to lower cost feed than is available to the BLM. These new agreements will provide gentle and halter trained horses to the public at no additional cost to the BLM and will allow prison facilities to capitalize on the rehabilitation benefits gained through the training program.

An estimated 400 horses will be trained through prison facilities at the 1995 Budget level, a reduction of 200 animals from 1994. This reduction is due, in part, because fewer horses are being requested and more intensive training is being applied to some animals. Also, the success of BLM's adoption program has reduced the availability of horses at some facilities.

Following preparation, healthy animals are made available for adoption to qualified applicants for a standard fee. With the selective removal strategy, virtually all animals removed from the Public Lands will be adoptable. A very small percentage will be found to be unadoptable because of

temperament, injury or other condition not evident at capture and will be returned to herd areas.

At the 1995 funding level, about 9,300 animals will be adopted, 430 above 1994 levels. This increased level of adoption corresponds to the increase in the number of animals removed, consistent with the Strategic Plan for Management of Wild Horses and Burros.

Except for a few animals estimated to be adopted at reduced fees under strict guidelines (such as being needed to offset veterinary expenses due to temporary illness or minor injury, or needed to avoid the additional expense of transporting or maintaining unadopted animals), adoptions will be at full fee. During 1995, adoption fees for horses will continue at \$125 per horse and the fee for burros will continue at \$75 per animal. These fees are deposited in the "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Status of Sanctuaries

A portion of an average herd is composed of healthy animals that are either too old to be desirable for adoption or possess some physical impairment making them unadoptable. In 1988, the BLM initiated a sanctuary program as an alternative to destruction or fee-waiver adoptions of these healthy but otherwise unadoptable wild horses. The sanctuaries provide an opportunity for unadoptable wild horses to roam relatively undisturbed on selected private lands. The BLM originally established 2 sanctuaries which had the capacity to maintain approximately 4,000 animals.

The sanctuary program was structured so that Federal funding would be provided for 3 years to enable the sanctuaries to start up and to have time for private fund raising efforts to raise sufficient capital to sustain a sanctuary's operation. With the exception of the Black Hills unit of the South Dakota sanctuary, private donations



have not been sufficient to sustain sanctuary operations without continued Federal assistance, and the original sanctuary agreements have expired. A contract for a single low-bid facility was issued in 1993 and at the beginning of 1994 about 1,600 sanctuary horses were consolidated at a sanctuary in Bartlesville, OK. At the Black Hills sanctuary, another 260 wild horses are being cared for by the operator at no cost to BLM. A portion of the wild horses at the South Dakota sanctuary are being adopted to the facility operator at a reduced fee.

The 1995 budget includes \$550,000 for operation of the Oklahoma sanctuary. To reduce the cost of this sanctuary, BLM will continue efforts to adopt wild horses to private individuals. We anticipate about 100 animals to be adopted from this facility in 1995. Due to the elevated age of the animals on the Oklahoma sanctuary and increasing natural death loss, this sanctuary should be phased out during the next 10 years.

Compliance and Titling

Wild horses and burros which are adopted to individuals or groups are periodically monitored to ensure their continued well being. The BLM's goal is to inspect a minimum of 5 percent of untitled wild horses and burros which have been adopted. Where 5 or more animals are maintained at one location, animals are inspected monthly. In addition to these periodic inspections, the BLM responds to all mistreatment complaints. The BLM anticipates completing about 3,600 compliance inspections during 1995. Adopters who have properly cared for wild horses and burros for a one year period are eligible to receive title to the animals. BLM anticipates titling about 7,000 horses and burros in 1995.

Table XLIII Workload Accomplishments, Wild Horse and Burro Care and Placement 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Animals Adopted	7,251	8,870	9,300	+430
Compliance Checks	800	3,100	3,600	+500
Animals Trained in Prison Facilities	300	600	400	-200
Animals Maintained in Sanctuaries (EOY Populations)	1,860*	1,635**	1,335***	-300
* Includes 260 SD Horses				
** Includes 225 SD Horses				
*** Includes 195 SD Horses				



Justification of Program and Performance

Subactivity: Fluid Minerals Management

Table XLIV Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	55,408	-570	-500	54,338	-1,070
FTE	1,016	-5	-4	1,007	-9

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

The onshore fluid minerals leasing program is one of the major mineral leasing programs in the Department of the Interior. BLM is responsible for leasing of oil and gas and geothermal resources on Federal lands, operational management oversight of federal and Indian leases, supervision of drilling, and inspection and enforcement, including production verification. At the end of 1993, over 56,000 onshore oil and gas leases were in force on Federal lands covering about 41 million acres. About 19,000 leases were in producing status. BLM is also responsible for operational management oversight of about 4,200 producing leases on Indian lands, supervision of drilling on non-producing leases, and advising BIA and Indian tribes and allottees on leasing matters.

Resource Management Objectives

The objectives of this program are to:

- support the Nation's need to have sufficient, secure, domestic reserves of energy resources, including oil and gas, and geothermal steam;

- make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA;

- make land available for oil and gas, and geothermal development by timely processing and issuing of leases, and by processing notices of intent (NOIs) to conduct geophysical exploration and associated rights-of-way actions within 10 days of receipt;

- ensure that applications for permit to drill (APDs) are processed immediately after the conclusion of the 30-day posting period required by law;

- conduct on-site inspections of drilling, production, and abandonment protection operations to ensure compliance with lease terms regarding environmental protection, safety, resource conservation, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;

- conduct drainage detection reviews and analyses on Federal and Indian lands to protect Federal oil and gas resources and act on potential drainage situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty);



- monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;
- approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the Federal and Indian mineral resource and necessary protection of the environment and other resources;
- review and act on proposals related to Federal and Indian oil and gas operations such as unitization, communitization and gas storage agreements; and
- eliminate adverse environmental effects from abandoned unplugged oil and gas wells.

❖1995 Program❖

Onshore Oil & Gas

During 1994 a performance review of the oil and gas program is being conducted. This review will include consultation with employees, industry, Native Americans and environmental groups. It will look at all aspects of BLM's oil and gas program both on Federal and Indian lands. The results of the review should be known by the end of FY 1994.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. Revenues generated by Federal oil and gas leases are expected to be over \$700 million in 1995. All receipts from Federal leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States or counties in which the leased lands are located. Receipts from Indian leases go directly to the Indian mineral owner. Lease operations, which include approval and inspection functions performed by BLM on all producing Federal and Indian leases, are an important element in ensuring that proper royalty

payments are made. A part of this function involves production accountability inspections.

Leasing Systems and Pre-lease Workload

Oil and gas leasing is done under both competitive and noncompetitive procedures. Current leasing procedures were established by the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, *et seq.*). Major changes in pre-leasing actions brought about by the Leasing Reform Act were: (1) the elimination of the requirement that the BLM establish Known Geologic Structures (KGS) for competitive leases, and (2) elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, only lands within a KGS were leased competitively, while all lands outside a KGS could only be leased on a noncompetitive basis.

Pursuant to the Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. BLM offers available land for competitive leasing by holding quarterly lease sales in most BLM State offices. Leasing efforts will continue to be concentrated in those areas where completed land use planning is in strict conformance with the Oil and Gas Supplemental Planning Guidelines and therefore less vulnerable to legal challenge. Competitive leases require a \$2 per acre minimum bid. If there is no competition for the lease, those lands become available for lease for a period of two years on a noncompetitive basis to the first qualified applicant. If they are not leased after 2 years, the lands must be offered again for competitive leasing before becoming available for noncompetitive leasing. The *Energy Policy Act of 1992* set the primary term of all leases at 10 years.

Pre-lease activities also include the following: monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and land use planning.



The BLM plans to hold over 30 competitive lease sales in 1995, consisting of approximately 7,000 parcels. This should result in issuing 2,000 leases for about 2 million acres. Noncompetitive leasing should also comprise about 2 million acres, resulting from a total of approximately 3,500 lease offers, with about 1,400 leases being issued.

Planning and NEPA Compliance

Land use planning, compliance with NEPA, and coordination with other agencies are integral parts of the pre-lease workload. BLM is strengthening the NEPA analysis of oil and gas leasing through its planning process (including inventory) and is strengthening sections of existing Resource Management Plans (RMPs) which address oil and gas leasing and development on an interdisciplinary basis within a framework of ecosystem management. Based on a review of existing plans, BLM has accelerated the schedule for amending or revising plans to bring them into compliance with the fluid minerals supplemental program guidance. The current schedule calls for the completion of 2 plan amendments and 5 RMPs in 1995 which address significant oil and gas leasing issues. The BLM also participates as a cooperating agency on Forest Service-conducted planning efforts involving oil and gas to ensure compliance with NEPA.

Post-Lease Work

While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to utilize the rights contained in the lease. Actions associated with issued leases include review and approval of applications for permit to drill (APDs), review and approval of lease assignments and transfers, unit and communitization agreements, and other operator proposals. In 1995, BLM expects to process 2,300 APDs, 1,000 unitization and communitization

agreements and actions, and 25,000 lease adjustments.

Successful exploration increases BLM's post-lease workload by requiring review of development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management work, including identification of potential and actual drainage of Federal or Indian oil and gas.

In 1988, the Minerals Management Service (MMS), with the assistance and support of the BLM, began to implement the Production Accounting and Auditing System (PAAS) for all producing onshore oil and gas leases. Since October 1989, the BLM has been receiving production data from MMS in an automated form for leases nationwide, allowing a more efficient analysis of production records for all leases.

During the past few years, BLM has prepared several onshore oil and gas operating orders to provide lessees with clearer operating procedures and the standards they are expected to meet. Orders Number 1 through 5 were final as of 1989. Order Number 6 was published final on November 23, 1990, and Order Number 7 was published as a final rulemaking on September 8, 1993. Order Number 8 is pending publication as a final rulemaking, and Order Number 9 continues to await publication as a proposed rulemaking. A revision to Onshore Order Number 1 was published in the *Federal Register* on July 23, 1992. Additional revisions are planned as a result of public comment. A revision to Onshore Order 5 was published as a proposed rulemaking on January 6, 1994. A proposed revision to Onshore Order Number 4 will also be published in 1994.

Stripper Well and Marginal Well Policies

BLM is seeking to encourage and sustain domestic energy production and also help to avert



premature abandonment of low producing wells, due to price fluctuations.

During 1986, the BLM took several steps with regard to stripper and marginal wells. Lease suspensions were allowed for a period not to exceed one year on leases with shut-in wells without the operator losing the lease. This policy was subsequently extended to help to prevent the premature abandonment of oil and gas resources due to price fluctuations. During 1990, public hearings were held to determine whether economic conditions were such that the policy on suspension of stripper and marginal well production should be continued, or be terminated. The hearings also addressed suspension criteria, bonding and tests, that could be conducted to help ensure that the shut-in wells would not pose an environmental risk or put the Government at significant risk of potential liability for unplugged wells. The hearings supported the continuation of the policy. However, the promulgation of rules allowing stripper well royalty rate reductions in 1992 made the marginal well lease suspension policy unnecessary. Accordingly, the policy terminated on May 31, 1993, at which time lease suspensions ended unless a 6 month extension was granted by the authorized officer. No extensions have been requested.

The BLM promulgated regulations, effective September 10, 1992, which set forth conditions allowing a reduction in the royalty rate on 15,000 stripper oil wells (wells producing less than 15 barrels per day). This action is intended to keep stripper wells in production, bring shut-in wells back on line, and to help promote the stability of jobs and services in the domestic oil industry—with minimal environmental impacts. It will also provide an economic incentive to implement enhanced oil recovery projects. At the end of a 5-year test period, the program will be reviewed and then continued, modified or terminated. If the price of oil averages \$28 per barrel for 6 consecutive months, the program could also be terminated.

Drainage Review and Protection

The BLM annually screens virtually all onshore wells drilled in the United States to determine whether a potential drainage situation exists. About 10 per cent or 200 annually are identified as potential drainage situations and are subjected to additional review to determine whether actual drainage is occurring. Of those reviewed in detail, current statistics indicate that approximately 10 percent will result in actual drainage cases.

Prior to 1993 there was an accumulation of about 8,700 unidentified potential drainage cases. This information was identified by both the BLM and the Interior Department's Office of Inspector General (OIG) through an audit of the drainage review and protection program. Associated with this backlog of unresolved cases is potential additional royalty income to Federal and Indian lessors that could be recovered through additional emphasis on the drainage protection program. Consequently a material weakness in this program was identified. In 1992, BLM took action to devote additional funding and personnel resources to the drainage review program to correct this material weakness by accelerating the pace at which reviews are conducted.

Beginning in 1993, BLM began processing the more difficult and time-consuming drainage cases which will result in a decrease in the number of reviews completed during 1994 and 1995. BLM estimates that the 1993 identified backlog of 8,700 drainage cases can be eliminated by the end of 1995 at current funding levels. BLM expects to perform 4,700 reviews in 1994 and 2,500 reviews in 1995. This will result in a "maintenance level" of approximately 3,000 cases by the end of 1995.

Inspection and Enforcement Activities

To fulfill the Secretary's responsibilities under The Federal Oil and Gas Royalty Management Act (FOGRMA) for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM



developed its oil and gas inspection and enforcement strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

During 1990, BLM drastically redesigned this nationwide inspection and enforcement strategy and began implementing changes in inspection procedures and annual inspection objectives. This was done in response to criticism of the BLM's oil and gas inspection and enforcement program in reports prepared by the Senate Select Committee on Indian Affairs, the General Accounting Office (GAO), and OIG. As a result of the reports, oil and gas I&E was determined to be a material weakness and has been given priority for funding and management attention to correct deficiencies. This revised policy substantially increases assurance of production accountability and meeting BLM's inspection and enforcement responsibilities. BLM has begun conducting more intensive and detailed production inspections. At the end of 1993, OMB determined that substantial progress had been achieved and plans to remove the program component from its list of high risk areas.

In 1995, at least one on-site inspection will be scheduled for each high priority producing lease. The remaining producing leases will be inspected at least once every 3 years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at well-head locations ensures that accurate measurements of productions are made for subsequent royalty assessment and collection purposes.

In addition to production inspections mandated by FOGRMA, the BLM conducts drilling, abandonment, and other inspections authorized by regulations under the Mineral Leasing Acts. These inspections are necessary to ensure that lessees

are in compliance with regulations, orders, lease terms and approved plans.

Revised regulations implementing FOGRMA were published as final rulemaking in the *Federal Register* on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with BLM Oil and Gas Orders, provide guidance regarding standards for conduct of operations, as well as providing for clear and uniform enforcement standards which emphasize correction of violations. BLM took initial steps to delegate inspection and enforcement activities to State governments as authorized under §205 of FOGRMA, by promulgating regulations establishing a program in 1987. To date, no State has requested this delegation.

There are many oil and gas wells on BLM land that were abandoned years ago, before bonding levels were increased and before the environmental consequences of abandonment without proper plugging were as well known. BLM has a multi-year process underway to find and plug these old wells.

Indian Lands

The BLM has certain responsibilities related to oil and gas operational actions on Indian lands. The BLM role prior to a lease sale on Indian lands is purely advisory. While BLM may make recommendations concerning economic and other resource evaluation matters, pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs and the individual Indian Nations. When requested, BLM provides recommendations on high bid acceptability.

BLM's role is substantially different after a lease is issued, and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning establishment of unit



agreements) are normally accepted, but the Indian Nations retain the right to make their own decisions.

The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Indian diligence had been characterized as a material weakness. However, BLM instituted corrective action and the program is now considered to be an effective component of our operations.

Inspection and enforcement work on Indian leases is conducted both by BLM and through cooperative agreements with Tribes. Section 202 of FOGMA authorizes the Federal government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force. BLM has 4 such agreements funded and in effect with the following nations: Navajo, Ute Mountain Ute, Southern Ute, and Jicarilla Apache. Two additional agreements will probably be signed during 1994. In 1993 the number of producing leases covered by the agreements was about 1,060. BLM's redesigned nationwide inspection and enforcement strategy includes inspections of Indian leases with emphasis on production accountability.

Geothermal Leasing

Federal lands contain 60 percent of the known or prospective geothermal resource areas of the United States. There are 450 Federal geothermal leases in effect which cover slightly less than 1 million acres. During 1992, geothermal leases generated about \$21,066,000 in bonus, rental and royalty payments. Total electrical generation capacity from Federal leases has grown considerably since production began in 1980. Current power plant capacity is over 1,000 megawatts (MW), which is sufficient to meet the needs of a population the size of San Francisco and Oakland combined. New power plants continue to be

developed on Federal land, primarily in Nevada. Additionally, there are a small number of direct-use geothermal operations continuing on Federal lands.

Leasing for geothermal resources is done under both competitive and noncompetitive procedures. Lands classified as Known Geothermal Resource Areas (KGRAs) are leased competitively. BLM expects to issue 10 competitive leases for geothermal resources in 1995.

Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. In 1995, BLM expects to issue about 50 noncompetitive leases for geothermal resources. The BLM continues to analyze carefully and to cooperate closely with other agencies when considering geothermal leasing in areas near, but not in, "Significant Thermal Features" listed in §115 of the Department of the Interior and Related Agencies Appropriations Act of 1987, and the Geothermal Steam Act Amendments of 1988.

During 1995 BLM will perform reviews of non-producing geothermal leases to ensure that diligent exploration expense (DEE) requirements have been met. The lessee must either meet expenditure requirements or, in lieu of performing the minimum required diligent exploration in any lease year, may exercise the option of paying an additional rental of \$3 per acre. Failure to pay the additional rental or complete the minimum DEE requirements subjects the lease to cancellation.

Geothermal Operations

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. This activity provides a continuous workload in lease operations. Anticipated lease extensions resulting from the provisions of the Geothermal Steam Amendments Act of 1988 also contribute to increased operations workloads. Estimated 1995 royalties



from geothermal operations are expected to be \$18,000,000.

The Geothermal Steam Act Amendments of 1988 mandates protection of significant thermal features which involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. The workload in non-energy minerals is expected to remain level with the greatest emphasis on the production verification and inspection and enforcement aspects of the program.

Combined Hydrocarbon Lease Act Activity

Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987. The primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the fluid minerals program.

◆1995 Subactivity Decrease◆

Table XLV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	54,338	-500
FTE	1,007	-4

The 1995 Budget Request is \$54,338,000 and 1,007 FTE, a program decrease of \$500,000 and 4 FTE.

The decrease is associated with our phasing down of efforts in the drainage program. The drainage review component of the oil and gas pro-

gram has been successful in virtually eliminating a backlog that 5 years ago approached 25,000 cases. During 1994, BLM will complete 4,700 reviews and at current funding levels, complete another 2,500 in 1995. At current funding levels, the backlog at the end of 1995 will be an estimated 1,500 cases, which is considered to be below a working inventory or "maintenance level." We are proposing to reduce the funding devoted to this effort by \$500,000 and 4 FTE, which will result in performing 2,000 reviews in 1995. At this level, the number of pending cases will have no impact on the ability of the Department to collect monies owed as interest is collected on past due royalty revenues. This proposal also is administratively desirable as it allows BLM to embark on a more orderly reduction in drainage funding as the intensified effort begins to wrap up.

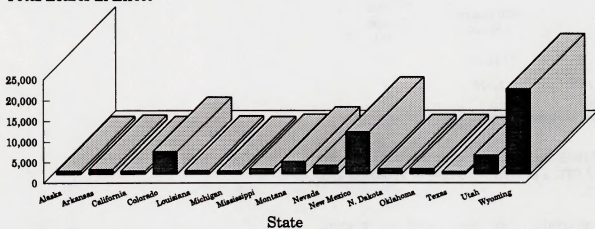


Table XLVI Workload Accomplishments, Fluid Minerals Management 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Noncompetitive leasing				
• Oil & gas leases issued	1,400	1,400	1,400	0
• Oil & gas applications processed	3,500	3,500	3,500	0
• Geothermal leases issued	45	50	50	0
Competitive leasing				
• Oil & gas leases issued	2,600	2,000	2,000	0
• Oil & gas leasing parcels offered	7,500	7,000	7,000	0
• Geothermal leases issued	1	10	10	0
Lease adjustments (# processed)				
• Oil & gas	25,000	25,000	25,000	0
• Geothermal	400	400	400	0
Lease operations (# processed)				
• Oil & gas	2,300	2,300	2,300	0
• Geothermal	60	90	90	0
Unitization & Communization (# actions processed)	1,000	1,000	1,000	0
Drainage reviews (# reviews completed)	7,000	4,700	2,000	-2,700
Inspection & enforcement (# of inspection items inspected)				
• Oil & gas	16,800	17,000	17,000	0
• Geothermal	450	450	450	0

Onshore Oil & Gas Leases

Total Leases in Effect



Total Leases in Effect on 8/30/93
Graph includes only those states with more than
500 total leases.



Justification of Program and Performance**Subactivity: Solid Minerals Management****Table XLVII** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	15,468	-826	-500	14,142	-1,326
FTE	249	-25	-4	220	-29

¹ Please see the cross-walk table for a derivation of these budget levels.**❖1995 Subactivity Description❖****Resource Description**

BLM is responsible for leasing of solid minerals such as coal, phosphate, potash, sodium, potassium, etc., and for supervision of lease operations including inspection and enforcement, and production verification, and for selling mineral materials such as sand and gravel, and to make available these materials to other government entities on a free use basis.

Resource Management Objectives

The major objectives of this program are to:

- conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;
- ensure the availability of and meet the demand for certain mineral resources from the Public Land and other jurisdictional lands while protecting associated environmental values;
- ensure judicious use of public resources by preparing and reviewing mineral classifications of

Known Leasing Areas (KLA) and geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing related actions;

- support national energy and mineral availability by providing mineral resources through processing coal lease applications for production maintenance and prevention of bypass of Federal coal, by processing lease applications submitted for new mining operations, and by processing of outstanding preference right lease applications (PRLAs);
- ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;
- process operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis;
- ensure compliance with legal and regulatory requirements relating to mining plans, diligent development, continued operations, advance royalties, and lessee qualification criteria;



- ensure that proper lease, permit, license, and contract bonds are established in accordance with existing regulations, policies, and guidelines;
- provide appropriate technical assistance to Indian Tribes and the Bureau of Indian Affairs on solid minerals operations responsibilities;
- continue the operation of Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, to include reviewing lease applications, the mode of leasing, and, if appropriate, establishing long range planning schedules.
- issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of environmental documentation, for extracting mineral resources from the Public Land, and under specific authorities, from Acquired Lands;
- ensure compliance with the Materials Act of 1947 and investigate unauthorized use of mineral materials and take appropriate action when trespass occurs;
- conduct hydrologic monitoring of the two suspended prototype oil shale lease tracts (C-a and C-b) in Colorado; continue compliance monitoring of the two relinquished oil shale lease tracts (U-a and U-b) in Utah.
- ensure that mine abandonment and reclamation activities are conducted in accordance with applicable statutes, regulations, and requirements, including guidance for uranium from the International Atomic Energy Agency.

❖1995 Program❖

Coal Program

BLM manages about 33 percent of all coal resources in the United States and indirectly affects the use of at least an additional 10 percent. Approximately 60 percent of Western coal is Federally owned and an additional 20 percent is managed or impacted by the Federal Government. As of September 30, 1993, there were 431

Federal coal leases in force covering about 630,000 acres of Federal lands or subsurface mineral ownership. There were 131 producing Federal leases at the end of 1993. Production from these leases amounted to 245,993,000 tons and generated \$257,720,000 in Federal royalties.

Coal Leasing

Leasing is a discretionary program although BLM responds to industry demand for leasing of Federal coal, and specific regulatory requirements must be followed before a lease sale is held and a lease can be issued. In 1986, after completion of a program review, the Secretary of the Interior decided to retain the coal leasing program existing at that time with certain revisions. The coal leasing program continues to follow the revised procedures adopted at that time.

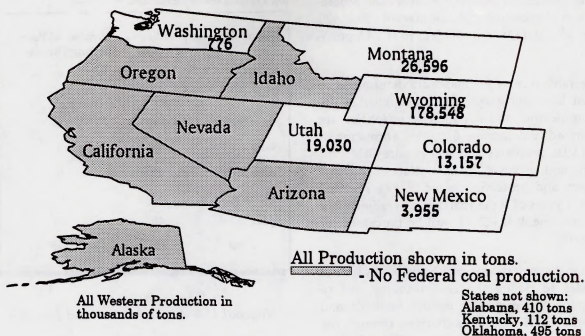
Due to the reduced demand for coal leasing that occurred in the late 1980's, all 5 Western Federal Coal Production Regions were decertified in response to recommendations by the respective Regional Coal Teams (RCTs). Federal coal leasing now relies solely on the Lease by Application (LBA) process in which the initiative to lease is taken by industry, instead of relying on regional lease sales undertaken at the Department's initiative using the regional coal activity planning process. Even though the regions have decertified, the various RCTs and the Federal/State Coal Advisory Board continue to advise BLM on coal leasing activities and policies.

After reduced coal leasing from 1984 to 1990 in response to reduced demand, a modest renewal of industry interest in leasing is occurring. This is evidenced by the 24 lease applications that are now in various stages of processing in preparation for competitive lease sales. Additional applications are anticipated. A total of 7 coal leases were issued in 1993. BLM expects to issue 10 coal leases in 1994.

As of September 30, 1993, a total of 30 coal preference right lease applications (PRLAs) remain to be processed. Although a low priority work-



Federal Coal Production in 1993



load, processing of these remaining PRLAs is labor intensive. Work will continue in an attempt to complete the necessary work leading to final decisions. In 1994, 3 PRLAs are expected to be processed to final decisions.

Coal Operations

BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan (R2P2) approval on Federally-owned coal. In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE), and those State agencies which have been delegated OSMRE's functions, are responsible for administering the Surface Mining Control and Reclamation Act of 1977 (SMCRA). However, the BLM will enforce SMCRA requirements in cases of emergency or where a situation presents an imminent danger to the resource or human life.

The coal operations workload is a mandatory workload to administer existing leases. This includes all exploration and development activities which occur on Federal and Indian lands after the issuance of a coal license or lease, including exploration operations.

The continuing increase in the BLM's coal operations workload is a result of the increasing number of Federal coal leases becoming subject to provisions of the FCLAA and associated regulations (43 CFR Group 3400). Where Federal, Indian and private coal ownerships are intermingled in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued.

This workload also includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and review of plans



for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment. At the start of 1994, 420 leases (all but 11) will be subject to FCLAA provisions.

Recoverable reserve estimates are determined or revised, based on analysis of data supplied by the operator/lessee, and commercial quantities are established to determine diligence. Formation of new LMUs continues and will require BLM processing and approval. All submittals of resource recovery and protection plans (R2P2), required within 3 years of lease issuance or readjustment after enactment of FCLAA, will be processed for approval.

Additional exploration work conducted by lessees in order to define the coal resource and to determine the particular mining methods and sequence to be used is authorized through the approval of an exploration plan. This work is monitored during on-the-ground inspections. BLM ensures that the final mining plan properly reflects the statutory requirements of the Mineral Leasing Act, operating regulations, and lease terms and conditions, while ensuring that maximum economic recovery is obtained.

Non-Coal Solid Minerals

The BLM's non-coal solid mineral resources program provides for the management of mineral materials, oil shale, leasable uranium, and non-energy leasable minerals such as potassium, phosphorus, and sodium, and their compounds such as potash, phosphate and trona.

The Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947 provide that potassium, sodium, sulfur, and other specified minerals (the non-energy leasable minerals) from Public Land and Acquired Land are to be leased rather than located under the General Mining Laws. These Acts also provide a statutory mandate for operational activities related to these leased commodities. BLM manages mineral resources of these types in 24 states.

Table XLVIII Solid Mineral Leases and Prospecting Permits (as of September 30, 1993).

Commodity	Number of Leases	Number of Prospecting Permits
Coal	431	30
Potassium	205	10
Phosphorus	133	8
Sodium	108	3
Lead/Zinc	36	5
Gilsonite	11	16
Other	40	53
<i>Total</i>	964	125

Noncoal Use Authorization and Leasing

BLM issues the appropriate authorizations (permits, contracts, leases, and licenses) for extraction of noncoal mineral resources, and is responsible for performing mineral resource assessments and classifications in support of leasing non-energy minerals on Public Land, National Forest land, and other land in which the Federal government owns part or all of the mineral estate, and where the lands are open to leasing. This includes ensuring compliance with the requirements of the National Environmental Policy Act.

BLM performs other actions (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) as part of use authorization.

BLM expects to issue 7 competitive leases for other non-energy leasable minerals in 1995 as well as 20 noncompetitive preference right lease applications for nonenergy minerals.

Currently, demand for uranium leasing on acquired and Indian lands is low. BLM expects to process one noncompetitive uranium lease appli-



cation in 1995. No oil shale leases are planned to be issued in 1995.

Operations Workload

As for coal, operations work includes all activities which occur after the issuance of a use authorization (i.e., license, permit, contract, or lease). Operations activities are designed to meet the statutory and regulatory requirements related to both active and inactive authorizations. BLM reviews, approves, and monitors industry operations related to exploration, development and production of mineral resources.

Before starting full-scale mining or drilling operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining or development methods and sequence to be used. For non-energy leasable minerals exploration is authorized through the approval of an exploration plan. For mineral materials, authorization is required from BLM prior to commencing exploration.

When development and production are initiated, BLM's responsibilities include review and approval of all proposed, development, production plans, and inspection of all operations to ensure compliance with all lease terms, resource conservation and environmental standards. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the leases, licenses, permits, and contracts. The BLM ensures that lease and contract bonds are established and revised as necessary.

For non-energy leasable minerals, prior to final mine plan approval, the BLM coordinates with the Minerals Management Service (MMS) to ensure royalty collection. Recent levels of production and royalties related to non-energy mineral leases are shown in Table XLIX.

Sodium Lease Status

In 1993, there were 108 existing sodium leases, 8 sodium lease applications, and 3 prospecting permits for sodium on BLM administered lands. The leases, which encompass a total of 135,166 acres, produced 5,295,193 tons of sodium compounds in 1993, and generated \$18,544,944 in royalty payments. BLM expects the number of sodium leases to remain relatively constant through at least 1995, although interest in high quality sodium compounds (trona) deposits in Wyoming may generate one or more competitive sales during that period.

Oil Shale

BLM will continue to monitor the 2 prototype oil shale lease sites in Colorado to ensure degradation of groundwater does not occur. In addition, BLM will continue compliance monitoring of the 2 Utah oil shale tracts, on which the leases were relinquished in 1986.

Mineral Materials

Mineral materials found on the Public Land are sold, both competitively and noncompetitively. Free-use disposals are also made to Federal, state and local governmental units for public projects. BLM conducts assessments and appraisals of the value of mineral materials prior to disposal of mineral materials from the Public Land. At the 1995 level, BLM plans to process an estimated 2,000 material sales or free use permits for mineral materials. Also, 45 nonexclusive use sites for mineral materials would be designated.

The Public Land also is an important source of building stone, sand, gravel, and common borrow materials which are used for construction work and in energy and other industrial development. The Materials Act of 1947, as amended, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and



other public projects. Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials which are needed for construction projects which contribute to the growth of cities such as Phoenix and Las Vegas. Approximately 9 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Land in 1993.

In 1993, the BLM issued 2,400 contracts and permits for mineral materials valued at about \$17,600,000.

Solid Minerals Inspection and Enforcement Activities

BLM performs inspection and enforcement on both non-producing and producing solid mineral leases. BLM conducts annual inspections on all nonproducing leases. This on-the-ground inspection is required to determine if unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities on such leases which fall short of actual production (e.g., exploration and baseline environmental work) under approved plans are inspected more frequently.

BLM conducts quarterly inspections, and quarterly independent production verifications on producing Federal and Indian leases to ensure that revenues from leases are accurately reported; that coal production is proceeding in accordance with the approved R2P2, the lease terms, law, and regulations; and that the correct royalty rate is being applied. Greater emphasis is being placed on: 1) enhanced inspection and enforcement activities on Indian as well as Federal producing leases, and 2) independent calculation of production and production verification.

In 1995 emphasis in mineral materials enforcement actions will be to ensure accurate accounting for the mineral materials removed. The number of inspections will be based on volume produced, with larger operations being inspected more frequently. This will help to prevent the

loss of Federal revenues by deterring illegal (trespass) removals. BLM expects to be able to close 60 mineral materials trespass cases in 1995.

At the 1995 level, BLM can conduct approximately 4,800 inspections of solid mineral leases and mineral material sales.

Reclamation

Increased emphasis is being placed on reclamation through the application of national reclamation standards. The BLM conducts necessary field inspections to ensure proper compliance with permit, contract, and lease requirements for appropriate reclamation of areas disturbed by exploration and development activities on Federal and Indian lands. The BLM also reviews existing mining and exploration plans to ensure that reclamation requirements are adequately defined and are in conformance to BLM policy and land use plans. For newly received mining and exploration plans, the BLM ensures that they contain complete and adequate reclamation plans in conformance with BLM policy.

◆1995 Subactivity Decrease◆

Table XLIX 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	14,142	-500
FTE	220	-4

The 1995 budget proposes a program decrease of \$500,000 and 4 FTE. The decrease will be applied throughout all components of the noncoal solid mineral leasing program which is generally of lower priority than either coal or mineral materials. The result will be a limited impact on



the Bureau's ability to process all types of non-coal solid mineral applications and lease adjacent tracts, but will not affect our ability to conduct

inspections on continuing operations. Work will be focused on those actions having a direct bearing on production and areas where there are critical leasing issues to be addressed.

Table L Solid Mineral Production and Royalties from Leasing.

Commodity	Production (Tons)	Federal Royalties
Coal	245,993,000	\$257,720,000
Sodium	5,295,193	18,544,944
Potassium	2,321,611	3,950,690
Phosphate	5,753,195	4,680,674
Lead/Zinc	250,865	2,034,404
Sulfur	992,395	145,005
Sand/Gravel	3,753,107	439,907
Other	---	89,184
<i>Total</i>	N/A	\$287,614,258



Table LI Workload Accomplishments, Solid Minerals Management 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Pre-lease notices/prospecting permits (# processed)				
• Non-energy minerals	107	110	50	-60
Noncompetitive lease applications (# processed)				
• Coal (PRLA's)	0	3	3	0
• Non-energy minerals	8	10	5	-5
Competitive leases (# issued)				
• Coal	7	10	10	0
• Non-energy minerals	0	7	7	-3
Material sales/free use permits (# processed)	2,410	1,900	1,900	0
Mineral materials nonexclusive use site designations (# completed)	45	60	60	0
Lease adjustments (# processed)				
• Coal	952	950	950	0
• Non-energy minerals	100	100	50	-50
Lease operations (# plans processed)	377	370	370	0
• Coal	98	60	60	0
• Non-energy minerals				
Mineral materials trespass (# cases closed)	60	60	60	0
Inspection and enforcement (# of inspections)				
• Coal	800	800	800	0
• Non-energy minerals	1,270	1,300	1,300	0
• Mineral materials	2,700	2,700	2,700	0



Justification of Program and Performance

Subactivity: Facilities Maintenance

Table LII Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	32,809	-379	+500	32,930	+121
FTE	375	0	+5	380	+5

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

BLM maintains a variety of buildings, administrative sites, recreation facilities, and transportation systems such as roads, trails, and bridges on the Public Lands for public use and enjoyment. The 1995 program continues BLM's initiative to improve the condition of its facilities and reduce the backlog of maintenance needs. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects as well as basic engineering support services for maintenance and construction actions regardless of the funding source.

Resource Management Objectives

The objectives of this program are to:

- Upgrade and appropriately maintain facilities on the Public Lands for public use and enjoyment and resource protection;
- Provide maintenance of BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems (roads, trails, and major bridges) on the Public Lands (outside of western Oregon) in order to:
 - protect resource values;

- provide for the safety and health of Public Land users and BLM employees;
- provide improved access to Public Lands including access for the disabled;
- maintain the public investment in the facilities owned by BLM; and
- maintain the usefulness of facilities for the purposes for which they were constructed.
- Provide any additional retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures if identified in technical surveys; and
- Provide project survey, design and other professional engineering/architectural services for the development and operation of BLM physical facilities, and resource improvement projects.

◆1995 Program◆

The original acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at over \$500,000,000. Current replacement value exceeds \$950,000,000. Most older and many newer facilities were acquired at no cost to the Federal government, as property transfers from other Federal or State agencies, or as abandoned properties are acquired (such as roads) from a variety of past users. The funding level for facilities maintenance represents less



than three-tenth of one percent of their replacement value.

Facility Inventory Maintenance Management System (FIMMS) Development

In 1988, BLM initiated the development of its automated FIMMS, a national system designed to incorporate facility inventory, current status, maintenance costs, and desired condition data for use in determining and setting priorities for maintenance needs for all BLM-owned facilities. By the end of 1990, BLM had completed development of system data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The initial field condition survey of all BLM facilities was completed in 1992.

The FIMMS is designed to be used by BLM managers to administer the overall facilities maintenance program effectively. Beginning in 1993 BLM managers began to use data from the FIMMS to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs.

Buildings

The BLM is responsible for maintaining 2,415 BLM-owned buildings (outside of western Oregon) including 182 offices, 369 houses, 73 industrial buildings, 259 other buildings, 1,033 recreation buildings, 58 service buildings, and 474 storage buildings which have a replacement value exceeding \$300,000,000. These buildings range from complex administrative sites and larger visitor centers to small radio repeater buildings and well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

Building maintenance includes the following functions:

- repair work, such as repairing water, sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;
- energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- routine maintenance work, such as repainting and replacing broken windows;
- grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement on parking and storage areas; and
- modification to improve accessibility for the disabled.

BLM also maintains approximately 100 water and sewer systems. Most of this maintenance work is accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems to ensure that structures are maintained in a safe and usable condition.

Recreation facilities

BLM is responsible for maintaining approximately 785 developed and 365 semi-developed recreation sites with facilities that provide over 2,600 day use units, 5,900 camp sites and 535 boating access points, as well as 56 visitor facilities (including visitor contact stations, and information, visitor, and heritage centers). All of these facilities together have an estimated replacement value exceeding \$150,000,000. In addition BLM has responsible for a portion of the maintenance on numerous jointly (other Federal, State, County, or privately) held facilities. BLM's maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in public land stewardship.

Through use of the *Recreation 2000* strategy and BLM State Office implementation plans, maintenance funds are concentrated on the most intensively used recreation facilities where both visitor use and public investment are the highest. Funding for maintenance of recreational facilities is



augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible. Some recreation maintenance (at fee collection sites) is conducted under the Recreation Operations (Fees) subactivity.

Recreation maintenance includes the following types of functions:

- maintaining sanitation facilities, including modifications to improve access for the disabled;
- operating and maintaining potable water supply, purification, and distribution systems;
- repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and providing routine maintenance such as repainting, staining, and replacing broken boards or decking;
- removing hazards, such as dead trees, excess fire fuel and brush; fencing old mine shafts; unstable buildings, and providing warnings about dangerous topography;
- grading and graveling roads, parking areas, pull-outs, and ramps; replacing culverts and cleaning cattle guards;
- collecting trash, pumping vault toilets, and doing grounds work such as pruning trees and shrubs, fence maintenance, and repairing erosion damage; and
- repair and replacement of directional, informational, and regulatory signs as needed on those facilities scheduled for maintenance.

Transportation

The BLM is responsible for the maintenance of over 59,600 miles of roads, (including over 6,750 miles of collector road, 20,600 miles of local road, 30,900 miles of resource road), 14,100 miles of trails such as 1,600 miles of ATV trail, 240 miles of bicycle trail, 6 miles of cross-country ski trail, 1,000 miles of dog sled trail, 4,750 miles of fourwheel drive trail, 2,750 miles of hiking trail, 25 miles of interpretative trail, 110 miles of motorcycle trail, 620 miles of snowmobile trail,

5,150 miles of trails to water developments, 900 miles of other trail, 205 major bridges and 80 trail bridges on the Public Lands outside of western Oregon. The replacement value of this transportation network is estimated to exceed \$500,000,000. At the 1995 continuing level, the BLM would provide scheduled maintenance on 9,000 miles of road, maintain 80 bridges, and provide corrective maintenance on 1,000 miles of roads.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- erosion and proper drainage repair;
- grading to maintain/reestablish original road cross sections;
- maintenance/replacement of gravel surfacing;
- stabilizing shoulders to protect surfacing;
- sealing, repaving, and patching of original paved surfaces;
- repair and replacement of directional, informational, and regulatory signs;
- minor re-aligning to improve both safety and drainage;
- replacing damaged culverts; and
- inspecting, maintaining, and repairing bridge structures.

In some cases, BLM roads are upgraded and maintained by permitted public land users such as mining companies, livestock operators and timber sale operators. Maintenance responsibilities may shift back to the BLM after the operator has terminated activities; or BLM may require the operator to retire the road or shift maintenance to another user. BLM places emphasis on scheduled maintenance work, on major access roads and bridges that receive the greatest public use, on those which are needed for Public Lands administration, on roads that have the greatest potential for environmental damage and where changing recreational use patterns are expanding either in existing areas or into new areas.

BLM roads represent significant investments on the Public Lands. Diligent maintenance reflects



proper protection of these investments and reduces exposure to potential liability. Corrective maintenance involves work not normally scheduled and is the result of some abnormal situation which requires immediate corrective action such as flood damage to roads and bridges, obstructions on roads, culvert damage, and/or significant changes in public use patterns.

BLM also conducts transportation planning and coordination with other programs, land management agencies and other land users through the land use planning process or through more site specific road design proposals. Under the Intermodal Surface Transportation and Efficiency Act of 1991, BLM engineers are coordinating with the Federal Highway Administration and each State Department of Transportation during the development of our transportation plans to establish a Public Lands Management Highway system.

Engineering Services

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering services include condition surveys/inventories of BLM facilities as a part of the operation of the FIMMS.

targeted towards the highest priority maintenance needs at the State level.

Some examples of the kinds of additional projects that could be maintained are:

- \$45,000 to conduct scheduled maintenance on the Iditarod cabin and the Campbell Tract Trail system (Alaska);
- \$85,000 to replace decking on the Briceburg suspension bridge (California);
- \$30,000 to provide a wheelchair lift for the Anasazi Heritage Center (Colorado);
- \$155,000 for sediment/drainage control for recreation sites, trails and road along the Salmon River (Idaho);
- \$15,000 for maintenance of the Fort Meade Recreation Area (Montana);
- \$50,000 for maintenance and disabled access for Three Rivers and Datil Well restroom (New Mexico);
- \$80,000 for maintenance of Flagstaff Hill Oregon Trail Visitor complex (Oregon);
- \$10,000 for Salt Lake Transcontinental Railroad grade safety improvements (Utah); and
- \$50,000 for Outlaw road upgrade to improve public safety and reduce environmental damage (Wyoming).

◆1995 Subactivity Increase◆

Table LIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	32,980	+500
FTE	380	+5

The 1995 Budget Request is \$32,930,000, and 380 FTE, an increase of \$500,000 and 5 FTE. The program increase of \$500,000 will help achieve BLM's goals to maintain, repair, and rehabilitate facilities on Public Lands. The increase will be



Table LIV Workload Accomplishments, Facilities Maintenance 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Building Maintenance (#'s)	800	840	845	5
Recreation Sites Maintained (#'s)	880	900	905	5
Roads Maintained (miles)	14,700	18,000	18,000	0

Notes: The future workload accomplishments represent an estimate of the number of facilities that will be maintained. The degree of maintenance needed among the individual units is extremely broad.



Justification of Program and Performance

Subactivity: Natural Resources Law Enforcement

Table LV Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	10,136	+85	0	10,221	+85
FTE	138	0	0	138	0

¹ Please see the cross-walk table for a derivation of these budget levels.

◆ 1995 Subactivity Description ◆

Resource Description

BLM Natural Resources Law Enforcement work is multi-faceted involving protection of many different resources spread across the western United States. The work entails detection of criminal activity, development of intelligence on criminal organizations, pursuit of investigative leads, apprehension of suspects, and preparation of cases for prosecution.

BLM has 68 special agents assigned throughout the western United States to conduct long term criminal investigations of complex felony offenses. The BLM's resource protection capabilities are enhanced by 175 BLM law enforcement Rangers who enforce Federal laws and regulations, emphasizing compliance with resource protection measures, protection of Federal property, employees, and users and crime prevention through field contacts and high visibility patrols of the Public Lands.

Resource Management Objectives

The objectives of this program are to:

- ensure compliance with all Federal laws and regulations and appropriate State and local laws

governing the protection of the Public Lands, resources, and users as directed by FLPMA;

- investigate crimes occurring on, or relating to the Public Lands, involving resources, and users, and public property; and bring to justice those responsible through an effective law enforcement program.

- protect natural, cultural, and historic resources from theft and degradation; and

- reduce the cultivation, manufacture, distribution, and possession of illegal drugs on Public Lands.

◆ 1995 Program ◆

BLM special agents and rangers are engaged in the full range of law enforcement activities. These include patrol, crime scene processing, interviewing of witnesses and suspects, apprehension and arrest of suspects, preparation of reports, development and use of informants, surveillance, preparation of affidavits for search and arrest warrants, execution of search and arrest warrants, and testifying at grand jury hearings and in court. BLM special agents are also involved in long term undercover, buy-busts, and other operations. These special operations are directed primarily at organized groups of criminals who are violating laws such as the Wild Horse and



Burro Act and the Archaeological Resources Protection Act.

Resource and Visitor Protection

As the population of the western United States has increased, the demand for use of Public Lands and resources has skyrocketed. BLM has pursued many special programs and initiatives in recreation, wildlife, cultural resources, etc. to help meet this growing demand. As a result of the additional use, BLM has a commensurate responsibility to educate the public, improve public health and safety services, and to protect fragile resources. The law enforcement services provided by the 175 BLM Rangers are directed at supporting the enforcement and compliance issues of the various BLM resource programs. The cost of Ranger activities is funded primarily by the benefitting subactivities for which Rangers perform work. However, the Rangers receive law enforcement-related technical oversight, equipment and training and funding for these items through the natural resources law enforcement program subactivity.

Rangers conduct patrols and provide a visible BLM presence at high use areas and in remote locations to reduce violations of law and regulations, vandalism to facilities, off-highway vehicle violations, and cultural resource and vegetative product theft. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to detect any unusual occurrences and potentially illegal and unauthorized uses on the Public Lands. While in the performance of their duties, Rangers often provide a necessary public service by giving directions, answering questions, and providing emergency search and rescue assistance.

Investigations

Investigative efforts support all of the BLM's resource management programs. During 1995 BLM will emphasize reduction of unauthorized uses and illegal activities relating to archaeologi-

cal resources, energy and minerals, forestry, recreation, and the illegal disposal and storage of hazardous materials.

Archaeological Resource Violations

Preventing the destruction of antiquities and illegal removal of archaeological resources are major areas of emphasis. BLM concentrates on enforcement of the Archaeological Resources Protection Act and other relevant statutes implementing the archaeological portion of law enforcement plans. These efforts include:

- **Law Enforcement:** includes criminal enforcement actions conducted by BLM Special Agents and Rangers to bring to justice those responsible as well as actions conducted in cooperation with other Federal, State, and local law enforcement personnel;
- **Detection:** includes use of remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;
- **Public Awareness:** encompasses a public education program to make visitors and users aware of the laws, regulations and policies that govern Public Lands and issues related to resource management objectives;
- **Employee Awareness:** involves training employees on how to identify and report violations encountered while working on the Public Lands;
- **Four-Corners Cultural Resources Special Investigations/Effort:** involves BLM in interagency investigative efforts to combat theft and destruction of cultural resources in the Four-Corners region of the United States. Emphasis is placed on identifying and bringing to justice persons stealing and marketing artifacts. BLM special agents are involved in joint Federal/State interagency operations designed to coordinate agency resources and cooperatively increase archaeological protection efforts. Within the 1995 Budget level, \$500,000 continues to be directly devoted to this effort.



Oil and Gas Theft

The Secretary of the Interior has delegated the responsibility for criminal investigations related to theft of oil and gas products on Federal and Indian leases to BLM. This additional responsibility increases criminal investigations and related investigative audits conducted by the BLM. Agents work with and interview witnesses and other sources about the theft; conduct crime scene investigations; determine how the theft took place (*i.e.* by trucking it away, by changing the temperature, or some other method); and conduct follow up work to identify the perpetrator and present cases for prosecution.

Hazardous Materials

BLM special agents investigate incidents of alleged illegal disposal, storage, or handling of hazardous materials on Public Lands.

Theft of Forest Products and Other Vegetative Resource

BLM conducts investigations and participates in joint investigations of theft and unauthorized removal of forest products and vegetative resources.

Drug Enforcement

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the Public Lands. Drug enforcement activities on the Public Lands are important because such illegal activities not only impact resource values (*e.g.*, diverting and fouling water sources, abandoning contaminated materials, destroying timber and wildlife habitat), but also endanger Public Lands visitors, users, and BLM employees. BLM Law Enforcement officers conduct intelligence gathering, cannabis eradication, and subject identification/arrest

efforts related to both cannabis and other illegal drug activities.

Cooperative Agreements

Section 303 of FLPMA authorizes BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Lands. These agreements emphasize reimbursement of State and local law enforcement agencies for their extraordinary expenditures when assisting BLM.

An estimated 18 agreements will be in effect during 1995. Special Agents-in-Charge in each BLM State Office manage the cooperative agreements. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. BLM law enforcement will continue, on a non-reimbursable basis to cooperate with all relevant Federal, state, and local law enforcement agencies.

Automated Crime Statistics Reports

BLM is required by the Federal Uniform Crime Reporting Act of 1988 to report law enforcement statistics to the FBI under the National Incident-Based Reporting System (NIBRS). Funds within the 1995 program level are being used to implement and maintain an automated incident reporting system (LAWNET) to meet this requirement. The system will also assist in tracking incidents, investigations, and violations on the Public Lands in support of the BLM's resource protection programs.



Table LVI Natural Resources Law Enforcement Workload Accomplishments 1992, 1993, 1994, 1995.

Workload Measure	1992 Actual	1993 Estimated	1994 Planned	1995 Budget Request
<i>Investigation/Enforcement (No. of Investigations):</i>				
Wild horse and burro abuse	80	90	90	90
Timber theft	75	80	90	90
Wildland arson	110	110	120	120
Antiquities theft and destruction	80	75	90	90
Mineral, Resources theft and fraud	110	130	120	120
Theft and destruction of government property	310	320	330	330
Recreation site violations	80	80	120	100
Occupancy trespass	100	110	120	120
Drug Violations	520	500	250	250
Total	1,485	1,515	1,300	1,300
Uniform Crime Report Total	6,319	6,350	6,155	6,155

Actual workload accomplishments for 1993 are reported on a calendar year basis and will not be available until March 1, 1994. Anticipated 1995 workload accomplishments are the same as 1994 planned accomplishments.



Justification of Program and Performance

Subactivity: Hazardous Materials Management

Table LVII Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	19,954	-740	-1,012	18,202	-1,752
FTE	204	-19	-1	184	-20

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Subactivity Description❖

Resource Description

BLM's Hazardous Materials Management program integrates and coordinates a variety of Bureau activities to ensure protection of public health and safety, and the environment from the effects of hazardous materials on the Public Lands. The program contains four major component efforts which are to: (1) prevent the generation or acquisition of pollutants on Interior Department-managed lands, (2) reduce the amounts of waste generated where such generation cannot be avoided, (3) manage all hazardous materials and wastes responsibly to protect those who use and work at BLM facilities and on the Public Lands as well as the natural resources we administer, and (4) rapidly respond to releases at BLM facilities, clean up Public Lands sites contaminated by hazardous materials, where polluters cannot be found, and assure restoration of natural resources damaged by such contamination.

Resource Management Objectives

The objectives of this program are to assure:

- protection of the public health and safety relative to uses or activities on the Public Lands

which may or do cause hazardous materials sites or incidents on the Public Lands;

- protection of Public Lands natural resources and the environment from the effects of hazardous materials or wastes;
- compliance with applicable Federal and State hazardous materials and related laws and regulations; and
- minimization of future hazardous materials-related liabilities and costs to the Federal Government.

❖1995 Program❖

By far the most costly aspect of the BLM hazardous materials management program consists of the efforts to cleanup hazardous materials sites on the Public Lands including: (1) inventory and assessment of sites of potential contamination; (2) development of studies and site specific plans for cleanup and restoration where contamination is found to exist; and (3) implementation of removal, remediation and restoration plans. Where possible, it is BLM policy to require the polluters to carry out these actions, but implementing the policy has its own costs.

Increasing emphasis is being placed on prevention and minimization of waste on the Public



Lands consistent with new laws and regulations. The BLM is attempting to prevent or minimize future liabilities that might result from hazardous materials through stipulations in its land use authorizations and by tighter controls of internal management of chemicals.

Inventory

Inventories of Public Land uses and land areas for potential hazardous materials releases and environmental compliance audits of BLM facilities are priorities and are being planned or conducted by many programs in the BLM. The hazardous materials management program compiles inventories of uses authorized by other programs, carries out site discovery, on-the-ground inventory and site reporting, and prepares records of identified sites of higher potential risk. The BLM also contracts for, or prepares, site risk assessments, leading to a Hazard Ranking Score, based on the use inventories and site discoveries. In 1995, the program will continue site discovery, tracking and reporting with anticipated increased inventories of Public Lands uses.

The BLM is presently developing a pilot hazardous materials inventory process that will be tested in two States in 1994. This pilot inventory will include abandoned mines and mills as well as airports, airstrips, industrial sites, and at least one oil or gas field and is expected to be expanded in 1995. The BLM is also investigating the potential for using data bases to identify abandoned mines and mills of greatest risk to health and the environment. The potential for cost effectively identifying abandoned mines and mills of greatest risk to health and the environment, through the use of remote-sensing techniques is also being investigated.

The BLM is conducting another type of inventory called a "facilities environmental compliance audit" at 40 of its approximately 300 facilities in 1995. These include periodic audits of the facilities' compliance with regulations regarding underground storage tanks, solid and hazardous waste storage and disposal, water and air discharges,

toxic substances, compliance with emergency planning and community right-to-know regulations, and reporting requirements. The audits serve as a record keeping and management tool to gauge the effectiveness of environmental management systems and to minimize potential civil penalties and liabilities.

Site Risk Assessment

Once a site of potential hazardous substance release is identified from program inventories or discovered on-the-ground, it is carefully screened to verify land ownership and current and past authorizations, and to ascertain whether a hazardous materials release (or threat of a release) has occurred. If so, the site is listed on the Environmental Protection Agency (EPA) Federal Facility Compliance Docket (the Docket) to begin formal risk testing. If the evidence indicates a release, BLM prepares a preliminary assessment to determine the source of the release and attempts to identify any populations and resources at risk. The site is also scored to determine the level of risk and if any technical studies are needed to further evaluate the risk.

For all sites, an increased emphasis is being placed on opportunities to identify potentially responsible parties and encourage them to take over the assessment and cleanup at the earliest possible time.

If the preliminary assessment lacks key information to determine the risk existence or risk of a release, the site is examined more thoroughly through a site investigation to determine the source and risk of contamination. BLM State Offices have the responsibility to meet the statutory requirements for completion of the preliminary assessments and site investigations for Public Lands sites on the Docket. Where possible, potentially responsible parties are required to conduct the work. BLM offices are conducting these assessments through State agencies, contractors, or in-house. EPA has also been seeking cost and time saving steps for required risk assessments. These trends should reduce the per



unit costs of preliminary assessments and site investigations, but the number of assessments is expected to increase with the expanding inventory efforts. At the 1995 Budget request level, the BLM plans to conduct 56 preliminary assessments and 6 site investigations.

Remedial Investigation/Feasibility Study/EIS and Cleanup

Beginning in 1995, the Departmental Central HAZMAT account will be established to fund remedial investigation/feasibility studies and cleanup of hazardous waste sites throughout the Department. The budget request for the Central HAZMAT account includes a transfer of \$1,012,000 for work on the Lee Acres Landfill, the Oroville Landfill, Kabba Texas Mine Site, the Atlas Asbestos Mine Site, and the Pine Creek Mining area.

Emergency Response/Removal Actions

The number of small hazardous substance release sites discovered on Public Lands is increasing with the nationally expanding wire burning problem, continuing methamphetamine production, increased hazardous waste midnight dumping, and larger amounts of chemicals in transit, nationwide. These sites often present immediate risk to public health or the environment or by their existence encourage more of the same activity and are thus, an enforcement problem. In addition, new EPA policies and procedures promote rapid cleanups at many sites and encourage removals between the preliminary assessment and site investigation, at appropriate sites. As a result, removal actions themselves are becoming larger. In recent years, BLM has faced unexpected emergency removal and many removals are now costing around \$150,000 each. These trends are expected to result in the number of removals on Public Lands in 1995 to be about 100, and to increase the cost and complexity of emergency and non-emergency removals.

Resource Conservation and Recovery Act (RCRA) Compliance

Resource Conservation and Recovery Act compliance efforts are largely focused on appropriate documentation of hazardous waste management in BLM facilities and handling hazardous wastes from removal and remedial actions. The BLM facilities environmental audits and the increased anticipated demand for removal actions are expected to increase the number of RCRA manifests and related documents required in 1995 to 182.

It also includes auditing key hazardous waste treatment, storage and disposal facilities and limiting BLM shipments to only those that have both a good environmental review and a good financial review.

RCRA requires all agencies to properly manage and track to final destination or destruction all hazardous wastes. Audits of the treatment, storage and disposal facilities which the BLM uses are conducted in order to protect the Bureau from potential contingent liabilities. If a treatment, storage and disposal facility were to experience management, environmental or safety problems resulting from noncompliance and requiring corrective action, the BLM could be liable for cleanup costs.

Waste Minimization and Pollution Prevention

Increasing emphasis is being placed on pollution prevention and waste reduction on the Public Lands consistent with new laws and regulations. As part of the Waste Management program, the BLM is taking a two track approach through in-house efforts to incorporate waste minimization into the institutional culture and day-to-day operations; and through outreach efforts to ensure that lessees, permittees, grantees and other authorized users comply with prevention and waste minimization requirements on Public Lands.



In-house efforts include incorporating waste reduction concepts and techniques into chemical management training for employees, identifying minimization opportunities from chemical inventories and waste stream analyses at BLM facilities, and promoting the BLM suggestion program to solicit waste reduction ideas from employees. Outreach efforts include strengthening stipulations in land use authorizations, increasing financial responsibility requirements, and expanding on-the-ground inspections and enforcement.

Program Management

In the Committee report accompanying the 1988 Interior Appropriations Act, the BLM was directed to contract with the National Academy of Engineering to conduct a comprehensive evaluation of the BLM's hazardous materials management program. The National Academy of Engineering published their report, "Hazardous Materials on the Public Lands," in 1992. The report makes 63 recommendations to the BLM, the Department of the Interior, and the Congress. The BLM has already completed action on more than 55 percent of the recommendations and has action underway on an additional 37 percent. The costs, currency, and applicability of the remaining recommendations will be assessed in the HAZMAT strategic plan to be prepared in 1994. That plan will also revise the BLM's long-term hazardous materials management program plan of the BLM to correct material weaknesses identified through the management control process, to reflect new executive direction and changing laws, and to accomplish new efficiencies in program management.

At the 1995 budget request level, the BLM will continue to develop policies and procedures needed to reduce the risk of future hazardous materials activities on the Public Lands, to reduce costs and liabilities, to provide programmatic and safety training to BLM employees, to ensure compliance with statutory and regulatory requirements, and to improve the management of BLM contracts for hazardous materials program work.

The BLM will also continue to provide employee training for staff who are involved in implementing the hazardous materials management program.

♦1995 Subactivity Decrease♦

Table LVIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	18,202	-1,012
FTE	184	-1

The 1995 Budget Request is \$18,202,000 and 184 FTE, a program decrease of \$1,012,000 and 1 FTE. The program decrease is a transfer of funds to establish the Departmental Central HAZMAT account in 1995.

Remedial Action: -\$1,012,000

In 1995, \$1,012,000 of BLM remedial action work will be funded by the Central HAZMAT account in the Department of the Interior. This is a new appropriation to fund remedial investigation/feasibility studies and cleanup of hazardous waste sites at which the Department of the Interior is liable. The BLM will be the financial manager of this fund and make allocations to other DOI agencies.

BLM cleanups, to be funded through the new Central HAZMAT account, include work on the Lee Acres Landfill, the Oroville Landfill, the Kabba Texas Mine Site, the Atlas Asbestos Mine Site, and the Pine Creek Mining Area. See the Central HAZMAT Appropriation for further details.

The reduction of 1 FTE reflects an offsetting reduction in BLM to allow an increase in legal services to the Bureau by the Office of the Solicitor.



Table LIX Hazardous Materials Management Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Emergency Response Site Actions, # of sites: includes control of releases or threatened releases of hazardous substances, contaminants, or pollutants, spills or illegal dumping incidents on the Public Land.	170	117	100	-17
New Site Cleanup (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants on new sites.	4	6	0	-6
On-going Site Cleanup (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants on on-going sites.	28	33	18	-15
Site Cleanup/Potentially Responsible Party, # of sites: includes sites where an emergency response, removal action, or remedial project has been accomplished by a potentially responsible party.	95	75	58	-17
Site Cleanup/States, # of sites: includes sites where an emergency response, removal action, or remedial project has been accomplished in cooperation with States.	37	38	36	-2



Justification of Program and Performance

Subactivity: Recreation Operations (Fees)

Table I Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	1,462	0	0	1,462	0
FTE	28	0	0	28	0

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

The funding for this program is derived from the fees collected for recreation use of the Public Lands under the BLM's Recreation Use Permit and Special Recreation Permit programs in the preceding fiscal year. The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66) amended the Land and Water Conservation Fund (LWCF) Act (16 U.S.C. 460f) to further expand collection of recreation use fees which are deposited into a special account established for each agency in the Treasury of the United States. The funds deposited in the account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

Resource Management Objectives

The major objectives for this program are:

- enhance fee collection capability to support management of recreation facilities, including recreation uses and maintenance of those facilities that generate fees;

- maintain sites and facilities in fee areas with emphasis on protecting the health and safety of the user; protecting the investment, enhancing the visitor's experience, and improving the collection of fees;

- monitor recreation permits to ensure compliance with appropriate laws, regulations, stipulations, terms and conditions; and

- implement resource protection projects associated with fee sites and recreation permitting.

◆1995 Program◆

In 1993, the BLM's recreation fee collections were \$2,300,000, derived from some 113,000 recreation permits for camping and other uses at developed facilities and from about 21,000 Special Recreation Permits. The 1995 appropriation will be derived from the receipts collected in 1994 which are expected to total \$3,500,000. The 1994 receipts are based on plans to collect fees at an additional 100 existing developed recreation sites in 1994.



Recreation Operations Activities

Specifically, the recreation operations program consists of the following activities:

Permitting

BLM makes many Public Lands recreational opportunities available to the public by issuing permits for which a fee is paid. BLM issues special recreation permits for several types of recreation activities, such as commercial river use; back-country outfitting and guide services for hunting, fishing, and backpacking; off-highway vehicle races and other competitive events such as the Iditarod Dog Sled Race. Recreation use permits are also issued for individual recreational camping in BLM campgrounds which meet minimum criteria under the Land and Water Conservation Fund for fee collection, and for use of long-term visitor areas in the desert southwest.

After a permit is issued, the BLM monitors the authorized activities to ensure compliance with the permit terms and stipulations. This monitoring and compliance provides the BLM with the capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and related waters and to prevent damage to natural and cultural resources, as well as to ensure adequate fee collection from recreation activities. Funds in this subactivity are used to assure compliance with the terms and conditions of permits issued by BLM.

Visitor Services

The BLM contacts visitors to the Public Lands involved in activities authorized by permits and at recreation fee facilities to ensure that they have a safe recreational experience and are provided enough information to be able to handle the challenge of most Public Lands recreational experiences. Visitor assistance includes educating and providing information about recreation opportunities, emergency assistance, visitor

protection and use supervision. Information and interpretive services involve basic information about an area or site through personal contact, maps, publications, signs, and formal interpretive and education programs. Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate, and on enforcing applicable laws and regulations as necessary, through the use of BLM law enforcement rangers.

Recreation Site Operations and Fee Collection Activities

The BLM operates 160 recreational facility sites at which fees are collected. Site operations include collecting fees, and providing visitor services to ensure voluntary compliance with the fee requirements and other regulations associated with a particular site. Volunteers are used extensively as campground hosts, to collect fees, and do some basic maintenance at many of the sites. Volunteers who collect fees are covered by a Bureauwide surety bond to protect the Government's revenue and make it possible to use volunteers to collect fees. The fee structure at each site is evaluated annually to determine if the fees are comparable to similar sites in the surrounding area on private and other agency lands.

Recreation Facility Maintenance

This function involves both scheduled and corrective maintenance at BLM fee-generating sites, including maintenance of buildings, shelters, water supply systems, fences, landscaping, parking areas, etc. Maintenance activities include repairing water supply facilities, pumping vault toilets and dump stations, replacing or repairing broken or non-operating facilities, and collecting trash. Funds in this subactivity are used to perform recreation facilities maintenance and provide for operation of fee generating sites.

Resource Protection

Resource protection projects prevent degradation or damage to people and natural resources from

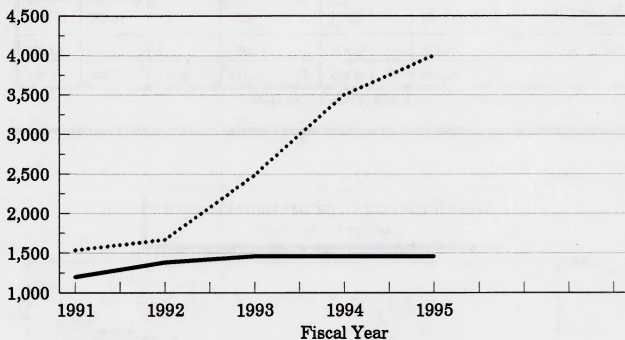


those recreation uses and opportunities associated with the permit program. Using funds in this subactivity, BLM prepares and implements project

plans for these projects, involving actions such as the installation of barriers, fences, access and interpretive signs.

Recreation Operations FY 1991 Through FY 1995*

Millions of Dollars



Appropriations Dollars Collections Dollars

*FY 1994-1995 Projected

Table II Workload Accomplishments, Recreation Operations 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 En-acted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource protection (# projects)	50	50	50	0

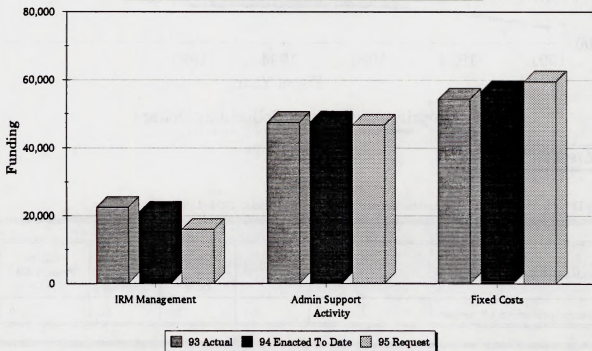


Activity Summary**Activity: Workforce and Organizational Support****Table LXII** Activity Summary (\$ 000s).

Subactivity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Information Resource & Auto- mation Management	22,494	21,048	+360	-5,451	15,957	-5,091
Administrative Support	47,480	47,591	-839	-60	46,692	-899
Fixed Costs	54,416	56,616	+2,893	0	59,509	+2,893
Total	124,390	125,255	2,414	-5,511	122,158	-3,097

¹ Please see the cross-walk table for a derivation of these budget levels.

Workforce and Organizational Support
Dollars in Thousands



Justification of Program and Performance**Subactivity: IRM and Automation Management****Table LXIII** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	21,048	+360	-5,451	15,957	-5,091
FTE	280	+5	-82	203	-77

¹ Please see the cross-walk table for a derivation of these budget levels.**❖1995 Subactivity Description❖****Program Description**

BLM uses automated data processing (ADP) system program management, systems design and management, computer operations, current system software and hardware maintenance, and data telecommunications to support BLM natural resource programs and administrative systems operations.

Support is also provided for the use of existing technologies to automate certain BLM resource and physical data through the development of consistent corporate data standards and a system of Bureauwide data administration. The costs of actual applications of the technology to resource issues are funded by the benefitting subactivities. In addition, the closely related fields of photogrammetry and mapping are included to produce maps and data necessary for resource management activities.

Finally, BLM has processes for uniform and consistent data administration throughout the BLM, a process for using established remote sensing techniques to support BLM field operations; and to produce accurate maps necessary for resource management.

This new subactivity represents a combination of "Information Systems Operation and Maintenance," and "Resource Data Acquisition and Management" in the previous years.

❖1995 Program❖**The Transition Year**

1995 represents a year of transition since it represents the completion of the two-year in duration Phase 1 of the ALMRS/Modernization project.

Phase 1 constructs the foundation for Bureauwide "information highway." This foundation provides the BLM with common hardware and software (known as the "Modernization Platform") containing a Bureauwide office-to-office electronic communications link and provides the basis for future efficiencies as the BLM transitions to a fully integrated electronic automation office environment.

Automation has become inseparably integrated into BLM's day-to-day operations because of (1) the increased technological and software capability now available on non-mainframe equipment, (2) the entry of new personnel who have experience in the use of PCs, (3) the exposure to and actual use of PC applications by current BLM



employees, and (4) the proven track record of useability and resultant efficiencies now being realized by BLM.

In addition, the BLM will be in the process of transitioning from manual resource data storage and manipulation to fully integrated automated data management.

In 1995, while some terminology will change—"servers" instead of minicomputers and mainframes; a different operating system, UNIX instead of DOS, and "workstations" instead of PCs—ADP equipment will continue to grow in importance as a vital tool in managing the Public Land. We project that normal day-to-day functioning of the BLM ("the business practices") will see dramatic changes as employees gain experience with the new hardware and software.

As an example of the change of business practices that is forecast, many applications, once restricted to large scale mainframe computers, can now be more efficiently and economically performed on workstations. At the end of 1993, the number of PCs being used in BLM exceeded 6,000. As part of ALMRS/Modernization phase 1, the BLM will provide each employee with a workstation, thus bringing the total number of workstations and servers to over 9,460 at 177 sites. This becomes the foundation of BLM's "information highway" and the beginning of the automated office environment. Old Dos-based PCs are being decommissioned.

1995 is the second year of installation, on a BLM-wide basis of the "Information Highway." Since BLM is not yet completely on this platform, dual operations (i.e., operations on both the new platform and some of the old platforms) will be conducted during this year. It is anticipated that in early 1996, major business practice changes will occur once the BLM is on a single platform and during that year, efficiencies due to lessened maintenance costs could be realized. As the new hardware and software is placed into service, BLM is committed to evaluating the actual support needs for the future.

Table LXIV Workstation Installation by State/Office.

FY	State/Office	No. of Sites	Workstations and Servers
94	Washington HQ	2	342
94	Service Center	6	569
94	New Mexico	12	774
94	Eastern States	4	255
94	California	19	815
94	Montana	14	580
94	Nevada	10	650
94	<i>Subtotal</i>	67	3,985
95	Phoenix TC	1	70
95	Alaska	9	687
95	Arizona	9	533
95	Colorado	16	609
95	Idaho	11	578
95	National IFC	1	157
95	Oregon	35	1,570
95	Utah	13	537
95	Wyoming	15	734
95	<i>Subtotal</i>	110	5,475
	Grand Total	177	9,460

The changes discussed above would occur regardless of the proposed change to the current budget structure.

Therefore, in 1995, support of the current mainframe and minicomputers will continue to be needed until both the administrative systems and the land records system are running on the new platform. Emphasis on PC maintenance costs will be lessened as the number of PCs decreases on a BLM-wide basis with installation of new workstations. This is due to the provisions of the ALMRS contract regarding maintenance that requires the contractor to provide lifetime warranties on all workstation equipment. Certain operations support costs will remain since software configuration and technical support will be needed for almost twice as many machines.



Justification of Program and Performance**Subactivity: IRM and Automation Management****Table LXIII** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	21,048	+360	-5,451	15,957	-5,091
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¹ Please see the cross-walk table for a derivation of these budget levels.**◆1995 Subactivity Description◆****Program Description**

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Support is also provided for the use of existing technologies to automate certain BLM resource and physical data through the development of consistent corporate data standards and a system of Bureauwide data administration. The costs of actual applications of the technology to resource issues are funded by the benefitting subactivities. In addition, the closely related fields of photogrammetry and mapping are included to produce maps and data necessary for resource management activities.

Finally, BLM has processes for uniform and consistent data administration throughout the BLM, a process for using established remote sensing techniques to support BLM field operations; and to produce accurate maps necessary for resource management.

This new subactivity represents a combination of "Information Systems Operation and Maintenance," and "Resource Data Acquisition and Management" in the previous years.

◆1995 Program◆**The Transition Year**

1995 represents a year of transition since it represents the completion of the two-year in duration Phase 1 of the ALMRS/Modernization project.

Phase 1 constructs the foundation for Bureauwide "information highway." This foundation provides the BLM with common hardware and software (known as the "Modernization Platform") containing a Bureauwide office-to-office electronic communications link and provides the basis for future efficiencies as the BLM transitions to a fully integrated electronic automation office environment.

Automation has become inseparably integrated into BLM's day-to-day operations because of (1) the increased technological and software capability now available on non-mainframe equipment, (2) the entry of new personnel who have experience in the use of PCs, (3) the exposure to and actual use of PC applications by current BLM



employees, and (4) the proven track record of useability and resultant efficiencies now being realized by BLM.

In addition, the BLM will be in the process of transitioning from manual resource data storage and manipulation to fully integrated automated data management.

In 1995, while some terminology will change—"servers" instead of minicomputers and mainframes; a different operating system, UNIX instead of DOS, and "workstations" instead of PCs—ADP equipment will continue to grow in importance as a vital tool in managing the Public Land. We project that normal day-to-day functioning of the BLM ("the business practices") will see dramatic changes as employees gain experience with the new hardware and software.

As an example of the change of business practices that is forecast, many applications, once restricted to large scale mainframe computers, can now be more efficiently and economically performed on workstations. At the end of 1993, the number of PCs being used in BLM exceeded 6,000. As part of ALMRS/Modernization phase 1, the BLM will provide each employee with a workstation, thus bringing the total number of workstations and servers to over 9,460 at 177 sites. This becomes the foundation of BLM's "information highway" and the beginning of the automated office environment. Old Dos-based PCs are being decommissioned.

1995 is the second year of installation, on a BLM-wide basis of the "Information Highway." Since BLM is not yet completely on this platform, dual operations (i.e., operations on both the new platform and some of the old platforms) will be conducted during this year. It is anticipated that in early 1996, major business practice changes will occur once the BLM is on a single platform and during that year, efficiencies due to lessened maintenance costs could be realized. As the new hardware and software is placed into service, BLM is committed to evaluating the actual support needs for the future.

Table LXIV Workstation Installation by State/Office.

FY	State/Office	No. of Sites	Workstations and Servers
94	Washington HQ	2	342
94	Service Center	6	569
94	New Mexico	12	774
94	Eastern States	4	255
94	California	19	815
94	Montana	14	580
94	Nevada	10	650
94	<i>Subtotal</i>	<i>67</i>	<i>3,985</i>
95	Phoenix TC	1	70
95	Alaska	9	687
95	Arizona	9	533
95	Colorado	16	609
95	Idaho	11	578
95	National IFC	1	157
95	Oregon	35	1,570
95	Utah	13	537
95	Wyoming	15	734
95	<i>Subtotal</i>	<i>110</i>	<i>5,475</i>
	Grand Total	177	9,460

The changes discussed above would occur regardless of the proposed change to the current budget structure.

Therefore, in 1995, support of the current mainframe and minicomputers will continue to be needed until both the administrative systems and the land records system are running on the new platform. Emphasis on PC maintenance costs will be lessened as the number of PCs decreases on a BLM-wide basis with installation of new workstations. This is due to the provisions of the ALMRS contract regarding maintenance that requires the contractor to provide lifetime warranties on all workstation equipment. Certain operations support costs will remain since software configuration and technical support will be needed for almost twice as many machines.



Automated Data Processing in the Current Environment

ADP plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Land. This role includes processing data necessary to make decisions involving resources valued in multi-billions of dollars, as well as providing support to make administrative and management activities operate more effectively.

BLM's current equipment configuration consists of a Honeywell DPS-8000 system at the BLM Service Center. Most administrative and natural resource ADP systems are run on this equipment. Each BLM State Office is equipped with a Honeywell DPS-6+ minicomputer for general ADP work and with Prime minicomputers used to support spatial data display applications. As the information highway is installed, in 1995, four DPS-6 mini-computers will be released with the remaining 10 DPS-6s and the DPS-8 mainframe being released in 1996.

On the current hardware configuration, there are two dozen or more automated systems operating on mainframe computers within BLM that provide managers with information for making sound resource management and administrative decisions and to ensure proper lease management and collection of revenues. Examples of such systems include: the Solid Leasable Minerals System (SLMS), the Lease Management System (LMS), the Adopt-a-Horse and Wild Horse and Burro Information Systems, Public Domain Forest Inventory, Inventory Data System, Materials Disposal System, Automated Fleet Management System, Remote Entry of Time and Attendance System, Automated Property System and the Mining Claim Recordation (MCR) System. Other systems which operate on decentralized equipment such as PCs, include the Oil and Gas Automated Inspection and Reporting System (AIRS), the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and provides information on range utilization, and the Facilities Inventory and Maintenance Management System (FIMMS).

Under the current ADP configuration, the following functions are performed:

- operation, maintenance, and management of ADP equipment and software;
- support of centralized, Department-wide administrative systems, such as the interface to FFS;
- operation, maintenance, and management of central site configurations and state office mini-computers;
- acquisition and installation of appropriate kinds and sizes of ADP and data communications equipment in BLM field offices; and,
- technical assistance to system users.

The costs for use of automated technology in direct support of a specific program purpose or need is funded from the benefitting subactivities and programs, not from this subactivity. This use includes, for example, systems development and maintenance for program-dedicated hardware, software, applications and data communications.

The current configuration provides BLM managers with the capability to analyze and display alternative land use options which greatly facilitate the development of Resource Management Plans. The applications currently operating on the Honeywell equipment will be translated for movement and placed on the ALMRS/Modernization hardware and operating environment as part of Phase 1 of the ALMRS/Modernization contract. These conversions to the new platform under Modernization are expected to be completed by the end of 1994.

The Service Center in Denver, Colorado, is organized to provide a full range of ADP and IRM support services, and each State Office and several District and Resource Area offices have small ADP staffs to operate their IRM equipment, provide systems management develop ADP system applications to meet local needs, and provide technical assistance and support to the field office resource personnel. In 1995, a study will be concluded and recommendations implemented concerning the impact of the Moderniza-



tion Platform on the relationship between the Service Center and State Offices.

Project Development and Management/AIM Process

BLM emphasizes use of the "Life Cycle Management" process to manage the development of AIM projects. Each system, from initiation to eventual hand-off to operations and maintenance is managed on a life cycle as well as project basis to ensure that it meets a fully specified BLM program objective or management need, is cost effective, and continues to meet user requirements throughout its lifetime.

Screening and control of new system proposals is performed under these procedures. This ensures the support of BLM missions as specified by on-the-ground users and managers. After screening, these proposals are coordinated on a Bureauwide basis which results in uniform applications.

To accomplish this, each new project is managed with a clear set of responsibilities assigned to the individuals responsible for project initiation, development, and operation and maintenance. A charter is prepared to define scope, objectives, deliverables, schedule, organization responsibilities, funding, management milestones, and methods of operation for systems development efforts. A project plan is prepared to guide the technical operation of the project including detailed schedules and timeframes for deliverables, specific staff assignments, funding requirements, task dependencies, and management reporting requirements. Both technical and management reviews are conducted at appropriate "Life Cycle" stages to ensure that the project progresses on schedule and meets its objectives.

ALMRS/Modernization—"The Information Highway"

BLM initiated an automation modernization project in 1985 to determine its ADP requirements for the decade of the 1990's. The goal is to provide a modern, cost effective, and efficient

configuration of software, hardware, and data communications to meet BLM's ADP requirements for the 1990's.

Bureauwide implementation of the BLM's component of the Information Highway began in December 1993, with the delivery and installation of equipment for pilot testing at three states—the Service Center, New Mexico, and Washington Office headquarters. Full installation at these sites and four additional states—California, Eastern States, Montana, and Nevada—will be completed in 1994. Installation of the information highway for the remaining states and administrative systems operation will be shifted to the modernization platform during 1995. Replacement of the current land records systems by the ALMRS application will be phased in during 1996 and 1997.

The implementation of ALMRS/Modernization will enable the BLM to re-visit our business procedures in light of the full automation capabilities that will then be available. It is expected that BLM's business practices will be improved both as anticipated at the outset of the ALMRS project and in ways yet to be realized as BLM gains experience with these new capabilities. Land coordinate and usage data of the ALMRS system will form the basic land grid themes used in automated Geographic Information Systems (GIS) to plot and evaluate resource data. These improvements will directly benefit accomplishment of on-the-ground activities involved in managing the Public Land.

Data Administration

BLM has concluded that a Bureauwide data administration effort is critical to the success of its automation and ADP modernization efforts. The experiences gained in prototyping automated systems have assisted in focusing BLM attention on the fundamentals of data administration. The essential elements of a data administration function as implemented by BLM are as follows:



- ① determining what data are needed to make multiple use decisions;
- ② defining the meaning of individual data elements and establishing standards for data automation;
- ③ deciding what data should be automated;
- ④ scheduling when the data should be automated;
- ⑤ determining what levels of quality/accuracy are acceptable;
- ⑥ determining how to minimize duplicative efforts in data automation within BLM and with other land managing agencies; and,
- ⑦ establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance access to the data used in making Public Land multiple-use resource decisions.

An effective, operating data administration function provides a clear management and oversight mechanism to synchronize the development of automated technology with the quality of the data to be automated and utilized in the BLM. By establishing data requirements and by defining data standards, BLM reduces the risks of entering unacceptable data into its ADP systems and the subsequent use of that data in making resource management decisions. It also ensures that the efforts related to automating the many different data themes within BLM will not overlap each other and are appropriately planned and coordinated.

In order to develop data exchange agreements with users outside of BLM, clear guidance on BLM policies for data access and security is required, plus confidence in the completeness and quality of BLM's automated data. Current automated and hard copy records systems require extensive review and updating to determine appropriate ways to achieve conformity with the data standards being established.

Automated Resource Data (ARD)

BLM is increasingly using ARD with existing spatial data display technology to help resource managers make better-informed decisions in a

more cost-effective manner. Demonstrated benefits of automated over manual methods in savings of time and money, and in increasing the accuracy of data and in improved data manipulation have greatly expanded the field use of automated information technology.

Automated Resource Data is used where land characteristics, either natural or humanly made, can be designated spatially (*i.e.* with attributes that allow the display of data in a map-like output) in a computer data base and spatially compared with other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection systems and land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid geographically to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization.

Prototyping of records data manipulation has shown that automated land status data, such as ownership, leases, and withdrawals, can be combined and displayed spatially with natural resource data for a parcel of land. Consequently, in the future, data from ALMRS combined with automated resource data in a spatial data display application could be used to enhance land and resource management analysis. It will be possible to mutually reference geographic data among the various data bases by using the Geographic Coordinate Data Base as a common referencing structure.

Automated resource data are derived from numerous sources. Some data are digitized from maps containing resource information obtained from BLM's resource inventory activities. Additional data are obtained from the U.S. Geological Survey's (USGS) National Digital Cartographic Data Base (NDCDB) which contains digital terrain data in the form of digital elevation models (DEM) and selected base mapping data such as transportation, hydrography (streams and water bodies), political boundaries, and the Public Land



Survey System (PLSS) as digital line graph (DLG) files. BLM will also produce DEM and DLG files to national mapping quality standards on areas where such files are unavailable from the USGS but are critical to BLM management needs. These files are exchanged with the USGS and help the USGS accelerate its own efforts to complete the NDCDB. Finally, the automated data will be invaluable in support of the National Spatial Data Infrastructure (NSDI) initiative.

Aerial photography and digital satellite imagery are obtained from the USGS EROS Data Center. These remote sensing tools greatly reduce the costs of producing maps whether on paper or in a digital data base. BLM participates in the USGS's National High Altitude Aerial Photography Program at an annual cost of \$250,000.

BLM uses both conventional and high altitude aerial photography for many resource mapping, management, and monitoring applications. Medium-scale color and color-infrared stereo aerial photographs are used for many aspects of BLM's resource management mission. Information is extracted by photo interpretation techniques or transferred from field reconnaissance. Typical applications include soil survey, range and forest vegetation analysis, recreation and cultural resource assessment, engineering, mineral activity monitoring, potential trespass identification, compliance for realty and minerals authorizations, and cadastral surveys. BLM acquires and uses other aerial photographs for site-specific range-land monitoring and riparian area analysis.

Digital Landsat data have been used extensively for vegetation/land cover mapping in Alaska. BLM has cooperated with the USGS to develop land cover classifications from Landsat data, digital terrain, and field data collected from helicopter surveys. These classifications are merged with other digital resource data and are used for planning purposes.

Resource Mapping Support Activities

BLM produces approximately 100 recreation, wilderness and other maps annually. These maps are derived from base topographic maps produced by the USGS, and display additional information necessary for BLM's management programs such as PLSS data, land and mineral ownership data, recreation, wildlife, wilderness, and administrative boundaries. Information from base maps, together with other resource data such as recreation sites on the Public Land, can be combined in different ways to identify resource conflicts. Traditionally, production of these maps involved drawing the applicable themes on mylar overlays and physically placing them over the base map which was then photographed and printed. With the aid of spatial display technology, data themes can be digitized and electronically overlaid to produce a much wider range of maps for the desired applications.

BLM, in coordination with the USGS, uses aerial photographs to produce orthophotographs (rectified aerial photographs in which terrain relief displacement and camera tilt effect are removed) and orthophotoquads (photographic products made from one or more orthophotographs and matching a standard map format). These products are especially useful for resource mapping because features mapped on orthophotoquads are registered to the corresponding topographic map base and can be digitized and entered directly into a digital data base. This process reduces costs and minimizes inaccuracies.

BLM uses photogrammetry to meet a variety of information requirements. BLM can achieve desired accuracy and currency of topographic information from the appropriate type of aerial photograph. With proper field control, measurement accuracies of less than one foot can be achieved. This type of highly accurate product is required for purposes such as ownership boundary surveys, oil and gas well locations, road design, and verifying coal and mineral production reports. Less accurate mapping is required for



vegetation and wildlife habitat mapping, estimating timber volumes, and mapping transportation routes and utility lines. Historical files of aerial photographs can be used to monitor changes associated with many applications, such as open pit mine volume calculations, hazardous waste site studies, land boundary changes affected by rivers and streams; the effects of livestock grazing; and to determine potential periods of trespass activity.

❖1995 Subactivity Decrease❖

Table LXV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	15,957	-5,451
FTE	203	-82

The 1995 Budget Request is \$15,957,000 and 203 FTE, a decrease of \$5,451,000 and 82 FTE.

After a review of the functions of this subactivity and the impacts of the continued implementation of the Modernization hardware and software, BLM has determined that many of the data management and technology utilization functions listed above will either be assimilated into the changed day-to-day business practices of the appropriate resource programs or provided by the implementation of ALMRS/Modernization hardware and software.

Many of the data management functions (such as corporate data administration and the development of a data management system) will no longer be in a developmental stage but rather in an operational phase.

Many of the paper based mapping and manual display approaches will be replaced by new technology in the installation of the "information highway." Also, certain existing operational costs of the current ADP configuration, such as PC

operation and maintenance, will decline significantly as a result of ALMRS/Modernization implementation.

Many of these functions will be re-engineered or eliminated as the new environment is put in place. To the extent any are needed during the transition, these functions would have to be funded by the programs requiring the data.

Consequently, the budget requirements in these activities can be decreased as modernization is implemented.



Justification of Program and Performance

Subactivity: Administrative Support

Table LXVI Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	47,591	-839	-60	46,692	-899
FTE	1,006	-36	-192	778	-228

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Program Description

In order to function as a cohesive and productive entity, the BLM needs executive and managerial direction, administrative support services, equal employment opportunity activities, and aviation management, to: (1) provide support to all BLM programs and organization levels in order to function effectively, (2) provide that support with a quality service ethic and at the lowest possible cost, and (3) develop opportunities and programs to ensure a culturally diverse BLM workforce. This subactivity cover those basic services for the BLM.

◆1995 Program◆

Human Resources/Workforce Diversity Initiatives

BLM will continue administration of several ongoing initiatives that are designed to promote cultural diversity within the workforce. The program provides direction and leadership for the following nationwide initiatives to support education of America's youth and achieve greater cultural diversity in the BLM workforce:

- *Resource Apprenticeship Program for Students (RAPS).* The RAPS for Students is a highly successful initiative intended to introduce minority students and disadvantaged youth to professional work in the various fields of natural resource management. Aimed at high school students, the program's objective is to support youth by providing career orientation and the encouragement necessary to surmount poverty, poor educational opportunities and other social obstacles. It operates in conjunction with school systems, private industry, and other Federal and state agencies, provides periodic paid employment and individual mentoring, and is designed to enhance interests in science, math and communication.

- *Historically and Predominantly Black Colleges and University Program (HPBCU).* BLM administers an HPBCU initiative which emphasizes programmatic areas identified by the Departmental Office of Historically Black Colleges and Universities Program. Activities include assigning BLM subject-matter specialists as adjunct teaching staff at HPBCU schools under the provisions of the Intergovernmental Personnel Act; providing assistance in the development of natural resource program curricula and teaching plans; sponsoring a variety of outreach and recruitment activities; and employing students under the Cooperative Education Program.



- *Hispanic Association of Colleges and Universities (HACU).* The BLM administers a program for cultural outreach and recruitment among member institutions of the HACU. The program involves expanding cooperative education employment opportunities; developing contracts for research programs; and providing subject matter experts to assist in developing and teaching natural resource management studies through Intergovernmental Personnel Act assignments.

- *Native American Initiatives.* BLM administers a program for outreach and recruitment among member institutions of the American Indian Higher Education Consortium (AIHEC). The objective of the program is to promote education in natural resource management and assist in curriculum development, explore opportunities for research work in natural resources management; provide cooperative education employment and training, and sponsor the interchange of subject matter specialists.

Administrative Support Services

BLM's executive and managerial direction personnel consist of the Director, Deputy Directors, and Assistant Director for Management Services in the headquarters office. It also includes portions of the time of State Directors and Associate State Directors, the Service Center Director and Associate Service Center Director, District Managers and Associate District Managers when they perform general managerial direction functions of the BLM's field offices. In field offices, the general administrative support program pays only for managerial costs based on the amount of time that managerial personnel spend on general administration-related work. When management personnel are dedicating their time to managing other activities or programs, the benefiting programs pay for that portion of managerial direction costs.

The headquarters directorate develops general and specific managerial and administrative policy for the BLM, and provides executive direction to the BLM field organization consisting of 12 State

Offices, the Service Center, and the Boise Interagency Fire Center. The state office directorates implement national policy by providing procedural and program guidance and ensuring consistent application and implementation of BLM policy and procedures through executive direction over field operations. The Service Center provides specified technical and administrative support to Headquarters, State and District Office operational programs.

The budget staffs are responsible for accomplishing BLM's budget formulation and execution work which involve all of BLM's appropriations and other funding authorities. The headquarters budget division develops and presents the BLM Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any supplemental appropriation requests or reprogramming requests needed as a result of changing conditions.

In the field, budget analysts are located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified above include only the costs of the budgetary and programming work performed on a Bureau-wide, Statewide or office wide basis. All BLM organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development work required in support of individual programs is funded by the benefiting activities and subactivities.

The procurement and property management staffs plan and direct the BLM's procurement,



contracting, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs. The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management such as receiving, storing and issuing supplies; and project materials and space management required to support the organization's functions. Funds are included in 1995 to provide for the continuing education of procurement professionals and specialists and other employees involved in the procurement field.

Procurement and contracting organizations within BLM spent more than \$147.7 million for goods and services in 1993. This included 2,169 contracts actions worth approximately \$80.3 million for supplies, services, studies, and construction work. It also included nearly 93,760 small purchase actions (under \$25,000 each), with a total value over \$67.4 million. In addition, the BLM has used credit cards under GSA authority as an efficient and economic tool for making purchases. BLM employees completed 41,200 transaction worth \$7,784,056 million using approximately 1,500 credit cards. This method of purchase reduces paperwork, permits over the counter transactions and guarantees the vendor fast payment. Because of its efficiency, the National Performance Review (NPR) team has recommended more governmentwide use of the card.

The personnel and organizational management staffs develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysts, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 12,000 employees.

The BLM headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and

organizational analysis, classification review of BLM positions, processing about 35,000 personnel actions, and issuing 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees.

Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual training plans for employees as part of the performance evaluation process, and conducting a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needs to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfer, and handle approximately 200 employee grievances and formal complaints.

In 1995, the Department proposes to streamline and consolidate personnel services functions at the Department level in line with the National Performance Review goal of creating a Government that works better and costs less. This would result in a reduction of 164 FTE in BLM. However, funding reductions shown in the budget proposal are minimal because the BLM will be purchasing its share of these services through the Departmental Working Capital Fund. Approximately 60 percent of BLM's personnel FTE is proposed for reduction in 1995, reflecting the staggered phase in of this proposal during 1995. The new human resources management center will result in a more efficient approach to commonly needed services throughout the Department.

The finance staffs implement accounting and financial management requirements. The finance office located at the BLM Service Center processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for



receipts. Finance personnel process approximately 158,000 payments each year.

During 1992, finance staffs operated the Federal Financial System (FFS) for its first full year of production within BLM. FFS operations at the 1994 Enacted Funding Level are estimated at \$2,466,852. In addition, requirements for audited financial statements, program increases for training of financial management personnel, preparation of biennial reports on cost recovery, and the development of performance indicators continue to expand.

The general records, paperwork and directives management staffs at all organizational levels maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 122,508 cubic feet of records.

The external affairs staffs at headquarters and field offices are responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on BLM policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Lands. Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and congressional liaison work.

Public affairs specialists are also responsible for timely and accurate dissemination of information to national and State news media and serve as a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues. External affairs, public information and public participation efforts by public affairs staffs which support individual program requirements

are funded by the benefiting program activities or subactivities.

The equal employment opportunity (EEO) staffs provide for the operation of the Bureau's EEO Administrative Remedy System, including the informal resolution and processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Black Employment Program, the Hispanic Employment Program, the Federal Women's Program, and outreach efforts to bring qualified minorities and women into significant roles in the BLM's workforce by utilizing the Cooperative Education Program and other links with institutions of higher education. Also, managers are assisted in the identifying and using opportunities for the career development of minorities and women in the workforce. Equal Employment Opportunity (EEO) training expertise provides required EEO-related training based on need-specific requirements.

The program provides initiatives in the planning and implementation of procedures to extend nationwide oversight of Federally-assisted programs, specifically as they involve handicap discrimination under §504 of the Rehabilitation Act of 1973, as amended, age discrimination, and conveyances of land under Title VI.

Managing the Bureau's EEO Administrative Remedy System includes the provision of EEO Counseling and Alternative Dispute Resolution (ADR) services, accepting and/or recommending the dismissal of written complaints, investigating allegations of discrimination in line with the established record and EEOC burdens of proof, and coordinating requests for hearings with the applicable EEOC regional offices. The efforts emphasize professional conflict management capabilities to promote cost-effectiveness in the timely and equitable management and adjudication of civil rights issues, often associated with litigation of these matters.



In 1995, the EEO staff will be reduced to reflect the Departmental proposal to consolidate EEO activities as part of the Human Resources Management streamlining effort. A reduction of 27 FTE is proposed with 27 FTE remaining in 1995 to reflect the phase-in of this proposal during 1995. Minimal funding reductions are shown in this 1995 budget proposal because the BLM will be purchasing these services in 1995 through the Department's Working Capital Fund.

Aviation management staffs in BLM provide the development and implementation of policy and procedures which facilitate the deployment of a variety of aircraft specifically to accomplish natural resource management missions. Aviation resources (both fixed wing and helicopter) are used extensively by BLM in the multiple-use management of the Public Land. Approximately 60 percent of the annual aircraft use by BLM is related to the renewable resource management and protection programs with the remainder associated with the detection and suppression of wildfires. These missions are typically conducted in a high risk, low-level flight environment which demands tighter management controls and more sophisticated piloting skills. Ten percent of the flight time is conducted by BLM pilots in government aircraft for the most complex and hazardous missions.

BLM aviation managers in the various field offices provide the expertise to ensure the successful achievement of aviation program objectives. They are responsible for reviewing aviation operational plans, implementing risk management systems, and monitoring aviation business to provide efficient and effective aircraft resources. This responsibility includes quality controls, management evaluations, and administrative cost analyses prescribed by OMB Circulars A-76 and A-126. They ensure that adequate safety training is provided for personnel who use aviation resources.

The highest priority in the aviation management program is safety. Risk management is used as a systematic approach to increase flight safety by recognizing and reducing risk factors and devel-

oping an accident prevention program. This involves procedures for operational evaluation; analysis and recognition of hazardous trends; accident investigation and prevention plans; and flight safety training courses.

These efforts have proven effective in lowering incident/accident rates, in achieving the most efficient level of aviation service, and provides management of a valuable transportation asset.



Table LXVII Administrative Support Program Summary (\$ 000s).

Program Element		1994 Enacted To Date	Uncontrol- able Chan- ges (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Executive and Managerial Direction	\$ FTE	5,839 86	-245 -4	-9 -	5,585 82	-254 -4
Budget Development and Execution	\$ FTE	3,098 74	-51 -3	-4 -	3,043 71	-55 -3
Procurement and Property Management	\$ FTE	15,176 270	-263 -16	-21 -1	14,892 253	-284 -17
Personnel and Organiza- tion Management	\$ FTE	7,957 244	-135 -	-10 -164	7,812 80	-145 -164
Financial Management	\$ FTE	5,648 110	-97 -5	-8 -	5,543 105	-105 -5
Records and Directives Systems Management	\$ FTE	3,887 110	-97 -5	-5 -	3,815 105	-72 -5
External Affairs and Information	\$ FTE	1,644 38	-30 -3	-3 -	1,611 35	-33 -3
Equal Employment Op- portunity	\$ FTE	2,946 54	+34 -	---	2,980 27	+34 -27
Aviation Management	\$ FTE	1,396 20	+15 -	---	1,411 20	+15 -
Total	\$ FTE	47,591 1,006	-839 -36	-60 -192	46,692 778	-899 -228

♦1995 Program Decrease♦

Table LXVIII 1994 Program Change (\$ 000s).

	1995 Budget Request	Program Chang- es
\$	46,692	-60
FTE	778	-192

The 1995 Budget Request is \$46,692,000 and 778 FTE, a program decrease of \$60,000 and 192 FTE. A decrease of 191 FTE is related to the proposed consolidation of Human Resources Management functions in the Department. Of the total FTE reduction of 191, 164 FTE are from personnel

services and 27 FTE are from the EEO program. Minimal corresponding funding reductions are connected with this proposal in 1995. The BLM will purchase its Human Resources Management services from the Department through the Departmental Working Capital Fund and the Bureau of Reclamation's (BOR) Working Capital Fund for personnel processing center services. The total assessment is estimated to be \$5,293,800. Of this amount, \$4,331,400 will be applied to personnel services and \$962,400 to EEO services. Estimated reimbursements to the BOR are \$1,439,000.

A reduction of \$60,000 and 1 FTE reflects an offsetting reduction in BLM to permit the Office of the Solicitor the funds and FTE to provide additional legal services to the Bureau.



Justification of Program and Performance

Subactivity: Bureauwide Fixed Costs

Table LXIX Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	56,616	+2,893	0	59,509	+2,893
FTE	0	0	0	0	0

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Program Description

The bureauwide fixed costs subactivity provides funding for certain essential Bureau-wide program support costs which are relatively uncontrollable by BLM, and, because of the nature of the origination and billing arrangements for these items, it is more efficient to budget and pay for them on a central basis. This includes space rental payments to GSA and to private lessors, FTS 2000 charges and some of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee compensation payments to the Department of Labor, and payments to the Department for services provided through the Departmental Working Capital Fund. Table II shows a breakdown of each fixed cost category and the estimated dollar amount. A brief description of each bureauwide fixed cost category follows:

Space Rental

There are two categories of cost for rental of BLM general purpose office space and associated facilities.

- **GSA Rental Space** includes GSA's rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.

- **Space Controlled by BLM** includes rental costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

General Purpose Wire Communications

The FTS 2000 intercity service is based on time minute usage. The new FTS 2000 system was phased in at BLM during 1990, 1991, and 1992 with final data line conversion in early 1992.

The general purpose commercial telephone cost covers local basic general purpose telephone services. In addition, facsimile equipment transmission line costs are also paid by this subactivity. Some other telephone system and facsimile transmission costs, especially those related directly to a program function such as firefighting and other programs, are paid by the benefiting program subactivities.



Permanent Change of Duty Station (PCS)

The portion of the BLM's permanent change of duty station (PCS) costs which are related to interstate moves of employees at GS-13 level and above for Bureauwide management purposes are paid from this category. Because of the rapid rise in interstate PCS move costs, particularly real estate reimbursement, portions of these costs are also charged to other program subactivities on a pro-rata basis. The primary reason for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program activity or subactivities since those moves are primarily related to program accomplishment purposes. PCS moves of employees to different duty stations within a State Office's jurisdiction are paid by the funds allocated at the State Office level in the benefiting program subactivities.

Mail and Postal Service

The U.S. Postal Service (USPS) assesses the BLM for mail and postal service. The estimate includes efforts to use postage service classes more efficiently and the effect of reduced use of the U.S. mail due to electronic communications and private express services options. We anticipate no change in the volume of mail from the 1994 level.

Injured Employee Compensation

The Department of Labor (DOL) annually bills the BLM for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund. Costs for 1995 are for the 12-months ending June 1993 and are paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.

Unemployment Compensation

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund in the Department of Labor by the various Federal agencies. The Department of Labor issues bills to the Department of the Interior which are then re-allocated to the bureau for payment of amounts to reimburse the Unemployment Trust Fund.

Departmental Services

This item represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services.

Consistent with the National Performance Review recommendations and Departmentwide efforts to streamline certain administrative functions, the Department has proposed a consolidation of human resources management functions throughout the Department. Consequently, BLM will reduce its FTEs associated with personnel and equal employment opportunity (EEO) activities and will reimburse the Department for personnel and (EEO) services rendered on behalf of the Bureau through payments to the Department Working Capital Fund and the Bureau of Reclamation Working Capital Fund for proposed services to be provided by its Administrative Service Center. The costs of these services are not included in this category, but remain under the Administrative Support subactivity.

GSA Consumer Information

This item includes BLM's share of costs charged the Department for stockpiling and distributing publications by GSA's Consumer Information Center in Pueblo, Colorado.



Table LXX Bureauwide Fixed Costs Summary (\$ 000s).

Program Element	1994 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
Space Rental	(35,678)	(+ 2,033)	--	(37,711)	(+ 2,033)
GSA Rental Space	22,626	+980	--	23,606	+980
Space Controlled by BLM	13,052	+1,053	--	14,105	+1,053
General Purpose Wire Communications	(7,944)	--	--	(7,944)	--
FTS	3,536	--	--	3,536	--
Commercial Telephone	4,194	--	--	4,194	--
Facsimile Equipment	214	--	--	214	--
Permanent Change of Duty Station	2,177	--	--	2,177	--
Mail and Postal Service	1,933	--	--	1,933	--
Injured Employee Com- pensation	4,745	+623	--	5,368	+623
Unemployment Com- pensation	3,032	+115	--	3,147	+115
Departmental Working Capital Fund	1,096	+120	--	1,216	+120
GSA Consumer Infor- mation	11	+2	--	13	+2
Total	56,616	+2,893	--	59,509	+2,893



Activity Justification of Program and Performance

Activity: Automated Land and Mineral Records System (ALMRS)/Modernization Project

Table LXXI Activity Summary (\$ 000s).

ALMRS ^{1,2}	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	33,501	69,418	+24	0	69,442	+24
FTE	N/A	253	0	0	253	0

¹ Please see the cross-walk table for a derivation of these budget levels.

² For the purpose of presentation only, ALMRS will not contain a subactivity writeup.

♦1995 Activity Description♦

Program Description

ALMRS provides for the logical progression from BLM's existing labor-intensive, paper-copy format, manual public lands and minerals records system developed beginning in 1955 to a modern, automated system. The automated system is needed not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify Federal land status, resource availability, and possible encumbrances on private properties. ALMRS will provide a pioneer modern automated land ownership and records system that will form the basis for a DOI-wide land records system and could be adopted and used by other Federal and possibly state or local governmental agencies.

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. This presented an early indication of the inadequacies of doing business as usual in the face of increasing pressures on the use of public land. ALMRS offers

a comprehensive solution to very real land status and ownership records problems affecting not only the BLM, but also other Federal agencies, State and local governments, industry, and the general public.

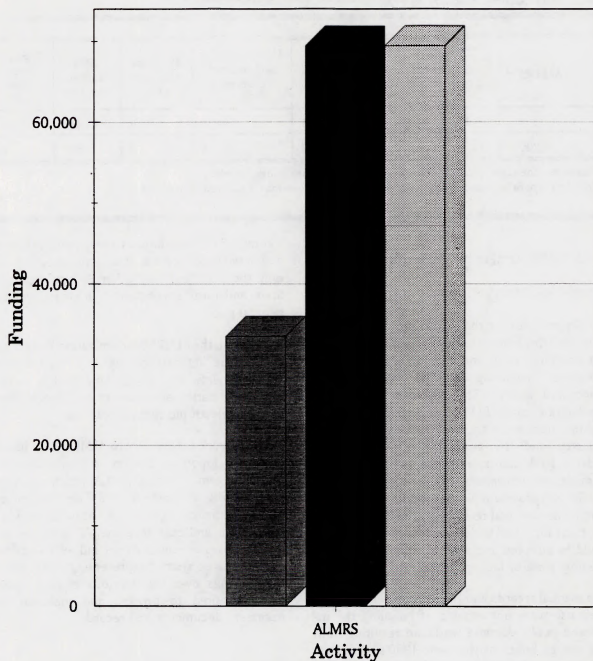
In addition, the ALMRS/Modernization Project will provide the "information highway" for the BLM. This will allow the establishment of a unified office automation environment and direct office-to-office electronic communications.

Through work preliminary to ALMRS, BLM has already developed an interim on-line, automated case management system (ORCA) which is capable of providing automated serial register pages, various statistical reports, case counts, individual case status, and case abstracts. All new land and mineral cases are entered into and retrieved from the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.



ALMRS

Dollars in Thousands



93 Actual 94 Enacted To Date 95 Request



Program Management Objective

The objective of ALMRS is to automate the extensive Federal land and mineral records under BLM's custody. These records are heavily used by the public, industry, State and local governments, other Federal agencies, and the BLM itself for many purposes. The records will be moved onto a modern automated system which will support increasing demands for this information and allow data interchange with other automated applications.

The goal is to implement ALMRS Bureauwide by 1997 to do the following:

- improve service to the public by expanding the usefulness and accessibility of the BLM's Federal land and mineral records and status data;
- reduce the time involved in processing land and minerals casework by providing automated tools to assist adjudicators, program specialists and managers in performing this work;
- provide greater speed and flexibility in maintaining, updating and accessing minerals, lands, and resources ownership status records, Master Title Plats, and supporting records to support user requirements;
- provide an integrated modern system of computer hardware and software to meet BLM's basic automation needs of the 1990's onto a common automation architecture with ALMRS;
- preserve valuable hard copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records;
- provide capability for multiple user access to the records via automation, thereby increasing efficiency and usability of the records system; and
- link basic land status, ownership and official Cadastral Survey information with resource data systems via the Geographic Coordinate Data Base (GCDB) to facilitate identification of actual land parcels and resources on the ground for planning and environmental analysis, and to meet other natural resource management operational requirements, such as facilitating integrated resource management on an ecosystem basis.

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1731) requires preparation and maintenance of an inventory of all Public Land and resources and other uses on a continuing basis, and provides for the management of the Public Land through the BLM.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national Federal information policy, and as part of this, ensures that automatic data processing (ADP) and telecommunications technologies are acquired and used to improve service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

❖1995 Program❖

System Overview

To meet the above objectives in an efficient manner and taking into account the provisions of the ALMRS contract, the project was redefined in mid-1993 to consist of 3 phases: (1) System Modernization and Program Administration System Re-engineering (2) ALMRS component, and (3) Resources Component.

Phase 1 constructs the foundation for Bureauwide "information highway." This foundation provides the BLM with common hardware and software containing a Bureauwide office-to-office electronic communications link. Building on this foundation, phases 2 and 3 complete the information highway-by adding the capability to store, display, manage, and analyze data elements—from land and mineral records to spatial natural resource data. After completion of phase 1 in 1995, BLM will implement phase 2 (the ALMRS system itself) in 1996. Phase 3 (the resources option) is still in the strategic planning stage which includes such determinations as funding source, scheduling, and coordination with the Department and OMB. The Project facilitates Phase 3 by providing access to compatible hardware and software under the same contract which installs the basic architecture (Phases 1 and 2) and ALMRS functionality (Phase 2). Further aspects of the Resources component are beyond the scope of the ALMRS project.



Phase 1 - the "Information Highway"

Phase 1 represents the installation of hardware, software, and communication linkages leading to fast and easy exchange of information among BLM offices and staff and enables world-wide access to data.

BLM issued the ALMRS/Modernization contract in April, 1993. Tasks are underway to implement Phase 1 in 1994 and 1995.

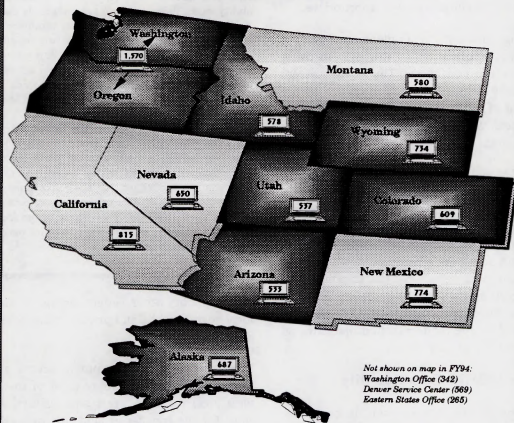
The Modernization component of the information highway consists of installing workstations, servers, and telecommunications, over a 2-year time period, using a UNIX operating system and office automation software. First installation will

be at three pilot states (Service Center, New Mexico, and Washington Headquarters) for testing and training and then at each office throughout the BLM. The "Modernization Implementation" graphic on the next page shows the installation schedule as of January 1994. The hardware and software complies with NIST standards for open systems. Each workstation will be linked not only within an office, but with all offices nationwide. The hardware and software configuration will enable each worker to communicate freely with each other and allow access to data regardless of its location in the system, based upon the operating concept.



BLM employees receiving training on the new hardware and software.

Modernization Implementation



Numbers are workstations and servers to be installed.

In FY94 (3,985)
 In FY95 (5,475)



Telecommunications access to and from non-BLM users—including a gateway to Internet—will be provided to enable communications and data sharing with other federal and non-federal agencies, research institutions, and private organizations and individuals. External communications will be via FTS-2000 where ever appropriate.

The BLM is pursuing the implementation of a public access information locator system using the modernization backbone. The locator system would initially include information on availability and content of the BLM's information dissemination products, and later, direct access to documents and data.

In 1995, BLM will complete implementation of a Software Improvement Plan and move the selected program management and administrative applications from the BLM's existing mainframes and minicomputers to the ALMRS/Modernization platform and operating environment. In addition to these centralized systems, the decentralized system known as the Remote Entry of Time and Attendance Records System (RETARS) will be implemented on the modernization platforms as they are installed in each State.

Phase 2 - ALMRS Functionality

Phase 2 (the ALMRS system itself) is being designed to include the basic data and functions necessary for maintaining BLM's Federal land and mineral records. The official Public Land records cover land and mineral ownership data for more than 46,000 townships, encompassing approximately one billion acres, for which BLM has surface and/or subsurface management responsibilities for the Federal government. When operational, ALMRS will replace an outdated, manual, paper copy system (see following table for a list of documents) which is cumbersome and expensive to use and keep current, with a faster and more efficient system. ALMRS will support adjudication and management of land and mineral cases, and provide better land title and mineral records services and land ownership information

Table LXXII Primary Documents in the Existing Public Land Records System.

- *The Master Title Plat*—A composite of the survey plats of a township (generally a 36 square mile area) on which current ownership and land status (availability, encumbrances, etc.) are pictorially described;
- *Historical Index*—A chronological summary of all actions which affect or may affect title to, disposition of, or use of, land and resources within a township;
- *Serial Register Page*—A chronological list of each use transaction (e.g., lease or permit) which has been requested or granted affecting a parcel of the Public Land; and
- *Patent Records*—A record of the Government deeds (patents) which have been issued to convey legal title of public domain lands to another party (e.g., a person, company or State), with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).
- *Land Use Authorizations*—These range from oil and gas leases to rights-of-ways to other permits for use of the Public Land.

to the public, other Federal agencies, state and local governments, and private industry as well as BLM.

Direct contact with the public occurs at BLM's many field offices including most of the contact with local resource users and visitors. Applications for the transfer of land title or lease rights are generally filed and approved at the BLM State Offices. Resource use applications may be filed or approved at either location. The ALMRS system is being designed to move the data that is currently stored in central repositories to those sites where the data originates. This enables more rapid access by the most frequent users of the data as well as less expensive storage and retrieval. Although the data may be distributed among many machines, the ALMRS system will enable a user at any site to view and use any of this information without knowing where the data is actually stored.

The ALMRS application systems and software specifications for the Initial Operating Capability



(IOC) will be completed by BLM in late 1994. The IOC for ALMRS will enable the BLM to automate the process of creating land use authorizations by viewing current authorized uses of both the lands applied for as well as the uses of adjacent land. The ability to immediately portray the availability of lands will shorten the application processing time and enable the BLM decision maker to readily identify the proximity of competing uses. In this way, the BLM decision maker is better able to manage the wide variety of the public lands potential while avoiding obvious conflicts.

The first IOC software specifications were delivered to the contractor for review in November 1993. The remainder of the specifications will be delivered in April 1994. The contractor will prepare the application using commercial off-the-shelf software. Prior to placing the ALMRS system in operation, the workstations of ALMRS' users will be up-graded to provide additional memory and storage capacity required to support IOC.

ALMRS Data Automation

Collection and preparation of data for use in ALMRS has been and continues to be underway. BLM has conducted extensive data flow analysis and data modelling to ensure that the data in the system can be used to achieve the functionality required for records and case processing. ALMRS data types include legal land description, land status, geographic coordinate data, and case data. Legal land description data are the alphanumeric descriptions of a parcel of land as defined by the Public Land Survey System. Land status data describe the surface administrative responsibilities associated with each parcel of land. These characterizations include land surface and mineral ownership, leasing actions, easements granted, mining claims, and a number of other actions which affect the availability of a given tract of land or its resources for governmental or private use.

Geographic coordinate data match the property corners established by cadastral surveys under the Public Land Survey System of rectangular

grids and subdivisions with the longitude, latitude, and elevation of points on the earth's surface. The Geographic Coordinate Data Base (GCDB) is necessary to provide spatial data representations that will enable BLM to use ALMRS to produce master title plats, use plats, and other spatial graphics to display records data graphically and to relate them both to other data themes and to real points on the ground.

Collection of Legal Land Description data has been completed. Collection of land status data was completed in 1992, except for certain data related to land withdrawals which will be complete by the end of 1995. Systematic collection and preparation of geographic coordinate data—covering some 1.24 million square miles (34,498 townships)—began in 1989 and is scheduled to be completed in FY 1996. (Some highly complex areas will not be collected by the end of FY 1997.) Of the total number of townships scheduled for collection 15 percent are being currently collected and validated, 52 percent have been accepted, and 33 percent have yet to be collected.

Experience gained in earlier pilot project and prototyping efforts conducted by BLM has shown that the most important and management intensive aspect of successful project implementation is in determining the applicable system data standards and building of the data base. Work continues to bring existing data into compliance with established standards for use in the System and for electronic exchange to other systems.

Project Management

To develop and implement ALMRS/Modernization, BLM utilizes the "Life Cycle" management approach which is consistent with Federal Information Processing Systems (FIPS) standards from the National Institute of Standards and Technology. System development is being accomplished by the contractor with oversight by BLM. BLM also provides project management, determines user requirements and technical system requirements, and develops and administers the necessary task



orders for system design support. BLM works closely with the Department of the Interior (DOI) and Office of Management and Budget (OMB) to develop and monitor major project milestones to verify project progress.

To ensure that the ALMRS applications software can meet the BLM's land and mineral records and case processing functional requirements prior to incurring costs of Bureauwide implementation, BLM developed an "ALMRS Core Prototype," and demonstrated it to officials of DOI, OMB, and Congressional staff representatives in 1992. BLM issued the ALMRS/Modernization contract in April, 1993. Phase 1 is scheduled to be completed by the end of September, 1995. System specifications for the initial release of ALMRS will be completed and delivered to the contractor in 1994 for development. Bureauwide implementation of the ALMRS application will be achieved in 1996.

◆ALMRS/Modernization Project Implementation Schedule◆

Major milestones in the ALMRS/Modernization project implementation schedule are coordinated with the Department of the Interior and the Office of Management and Budget. With the award of the contract in 1993, a modification to the implementation strategy was appropriate. The award resulted in updates to the estimated cost to implement ALMRS and revisions to the initial implementation strategy. The revisions allow BLM to install the information highway earlier than planned at no additional cost. This strategy substantially increases the field's capability while minimizing technical, contractual and operational risks.

◆1995 Accomplishments◆

In summary, the 1995 Budget represents a year in which the BLM completes the transition to the new hardware and software configuration, and completes phase 1—the installation of the information highway. This means that 5,475 worksta-

tions and servers at 110 sites will be installed in 1995—at a maximum rate of 150 per week—completing the total installation of 9,460 workstations and servers at 177 sites, enabling full implementation of the BLM office automation and telecommunications backbone environment.

Re-engineering and transfer of the Program Administrative Systems to the new environment will also be completed in 1995. Testing is currently scheduled for summer 1994.

Table LXXIII ALMRS Milestone Schedule.

Event (those rows bolded are completed actions)	Date	Fiscal Year
<i>Completion of Data Collection and Preparation for</i>		
Legal Land Description	9/90	1990
Land Status	9/92	1992
GCDB	12/96	1997
<i>ALMRS Core Prototype Software Development</i>		
Begin	1/91	1991
Complete	6/92	1992
<i>ALMRS/Modernization Contract</i>		
Issue RFP	5/91	1991
Award Contract	4/93	1993
<i>Installation of Phase 1 ("The Information Highway")</i>		
Begin	12/93	1994
Complete	9/95	1995
<i>ALMRS Initial Operating Capability Development & Testing</i>		
Begin	11/93	1994
Complete	9/95	1995
<i>ALMRS Bureauwide Implementation (Installation of Phase 2)</i>		
Begin	3/96	1996
Complete	9/96	1996



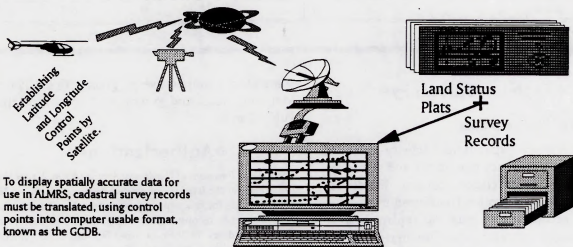
During 1995, the ALMRS contractor will complete the development of an operational system from the ALMRS IOC specifications provided by BLM.

In Phase 2, GCDB data collection will continue and the ALMRS IOC will be tested at the pilot sites for implementation in 1996.

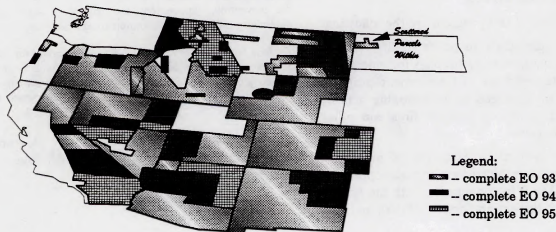
Planning for the required hardware upgrades to support ALMRS will continue for the subset of workstations that will actually run ALMRS in 1996. This upgrade is necessary to allow both the case processing and the spatial graphic portrayal of case and land status and create the capability to link to other data bases and sources.

The Geographic Coordinate Database

How data is collected



Collection Schedule



Activity Summary

Activity: Emergency Operations

Table LXXIV Activity Summary (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Emergency Damage Repair	0	0	0	0	0	0
Grasshopper and Mormon Cricket Control	0	0	0	0	0	0
Total	0	0	0	0	0	0

♦Activity Summary♦

Program Description

The Emergency Operations Activity includes funding for emergency operations and grasshopper and Mormon cricket control. Funds for emergency operations are transferred from other no-year accounts and must be replenished by supplemental appropriation. Funding for grasshopper and Mormon cricket control is covered by the use of the unobligated balance from a \$5 million no-year appropriation made in 1987.

Program Objectives

The objectives of this program are the following:

- provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, fires and other unavoidable cause.
- conduct inspections of suspected or known outbreaks of Mormon crickets or grasshoppers on the Public Lands in cooperation with the Animal Plant Health Inspection Service (APHIS); and

- maintain a cooperative program with APHIS for Mormon cricket and grasshopper control on the Public Lands.

♦Authorizations♦

The General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies (P.L. 103-138 §101) provide for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

The General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies (P.L. 103-138 §102) provide for the expenditure or transfer of funds for the prevention, suppression, and control of actual or potential grasshopper and Mormon cricket outbreaks.

The Food Security Act of 1985 (7 U.S.C. 148f) provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon cricket and grasshopper control on lands under the jurisdiction of the Department of the Interior.

General descriptions of the two program subactivities in Emergency Operations follow.



Justification of Program and Performance**Subactivity: Emergency Damage Repair****Table LXXV** Activity Summary, (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

¹ Please see the cross-walk table for a derivation of these budget levels.**❖1995 Subactivity Description❖**

In response to an emergency damage situation to BLM owned property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize disruption of public service. Emergency damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work may be transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of §101 of the annual Department of the Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation.

Examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the arson levelled Cahuilla Ranger Station in the California Desert Conservation Area in 1988. Funds were also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

No funds are requested for 1995.



Justification of Program and Performance**Subactivity: Grasshopper and Mormon Cricket Control****Table LXXVI** Activity Summary, (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

¹ Please see the cross-walk table for a derivation of these budget levels.**❖1995 Subactivity Description❖**

The BLM cooperates with the Animal and Plant Health Inspection Service (APHIS) to assist with inspections of the Public Lands where potential outbreaks of pests may occur, and to develop and implement control plans. When outbreaks occur, APHIS conducts control operations and is reimbursed for its expenses on Public Lands when such expenses exceed funding available to APHIS for such control work.

In 1987, a no-year appropriation of \$5,000,000 was provided to the BLM specifically for Mormon cricket and grasshopper control. The 1993 Appropriations Act for the Department of the Interior and Related Agencies provided that \$2,500,000 of unobligated balances from this appropriation were transferred to the 1993 Management of Lands and Resources Appropriation for other program costs. The unobligated balance in the account at the beginning of 1995 is anticipated to be about \$770,000.

This balance would be available for transfers to APHIS or for use by the BLM to assist APHIS. The balance of funds remaining will be sufficient to complete the level of control work which has

been utilized in recent years. If severe outbreaks would occur, the Secretary's emergency authorities would be utilized, and supplemental funding would be requested to replenish funds borrowed from other accounts.



Justification of Program and Performance

Activity: Mining Law Administration (from Fees)

Table LXXVII Activity Summary (\$ 000s).

Mining Law Admin	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	[12,430]	[15,300]	0	[+12,350]	[27,650]	[+12,350]
FTE	275	354	0	+75	429	+75

◆1995 Activity Description◆

Program Description

There are an estimated 330,000 actively maintained mining claims on Public Land. These claims are filed under the provisions of the General Mining Law of 1872. As part of Mining Law Administration, BLM determines the validity of unpatented mining claims, issues mineral patents, initiates contest actions, prepares mineral potential reports for land and realty actions, enforces surface management and environmental requirements in accordance with BLM approved mining plans of operation, enforces bonding requirements to assure that proper reclamation occurs after a site has been mined, records new mining claim locations, and collects location and annual maintenance fees or annual assessment filings.

The Administration is actively working with Congress to achieve comprehensive reform of the Mining Law by Congressional action in 1994. It is assumed that reform legislation will be enacted in 1994, and that BLM activities in 1995 will involve transition to the new program envisioned under Mining Law Reform legislation. For purposes of estimating receipts, the budget includes several place holder assumptions which will be discussed later.

◆1995 Program◆

Mining Claims on Public Land

Under §314 of FLPMA (43 U.S.C. 1744), the BLM has recorded over 2.7 million mining claims and mill sites since 1976.

Beginning in 1993 claimants holding more than 10 claims were required to pay a \$100 annual "rental" fee per mining claim and site in lieu of performing \$100 of assessment work as previously required under the General Mining Law of 1872. The Omnibus Budget Reconciliation Act of 1993 contained a provision that essentially continued the annual \$100 per claim "maintenance" fee through 1998. The Act allows a waiver from the fee for those claimants who hold 10 or fewer claims. Claimants are required to pay the maintenance fee at the time any new claim is filed. The Act also requires a \$25 per claim "location" fee for new claims, to be paid at the time of recordation.

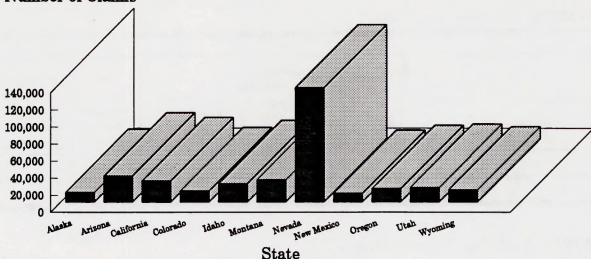
In addition, the filing of a new claim requires payment of a \$10 administrative fee. Those eligible to file an annual assessment will still pay a \$5 administrative fee.

At the start of 1993, about 750,000 unpatented claims were considered active, meaning that the claimant was meeting the statutory requirements



Active Mining Claims on Federal Lands

Number of Claims



As of December 31, 1993
 Eastern States not shown, has 136 active claims.

State

by making an annual filing of an affidavit of assessment work or notice of intention to hold. In 1993, BLM recorded 40,000 new mining claims on Public Land.

At the end of 1993, rental fees were paid or exemptions granted on approximately 300,000 claims. Since that time, as a result of refilings, BLM estimates there are approximately 330,000 active claims. For purposes of estimating receipts, the President's budget uses a figure of 315,000 claims.

Processing Patent Applications

Under the General Mining Law of 1872, when a mining claimant believes a valuable mineral deposit exists, the claimant may apply for patent to obtain title to the claim. Processing the application by BLM involves: (1) adjudication to ensure that the patent application is complete; and (2) field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine mining claim validity. In some instances,

processing mineral patent applications and mining claim validity determinations can become complex and costly, and involve extensive legal interpretations and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete.

In 1993, BLM received 130 new mineral patent applications covering 2,709 claims. A total of 28 patents were issued for 362 claims encompassing 4,155 acres. As of October 1, 1993, BLM had 583 mineral patent applications pending. Of these, the first half of mineral entry final certificate had been issued on 294 applications. The first half of the final certificate confirms that equitable title is vested in the applicant, subject to the confirmation of a discovery of a valuable mineral deposit by a mineral examiner. Secretarial Order 3163 (March 2, 1993) revoked existing delegations which allowed BLM officials to issue first half certificates and patents. This action was taken to enable the Secretary to assume sole authority for the review and issuance of such documents. BLM will continue to process patent applications to



the point where either the application is rejected or presented to the Secretary for approval.

Surface Management on Unpatented Mining Claims

Under Sections 302(b) and 603 of FLPMA (43 U.S.C. 1732, 1782), BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Land resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operations" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas and Areas of Critical Environmental Concern (ACECs), a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness and other sensitive values.

When BLM receives a plan of operation or notice for mining operations, it must approve the plan of operation within 30 days, and review the notice within 15 days. Notices do not require BLM's approval. Their purpose is to alert BLM to allowable surface disturbing activity of less than 5 acres. Field examinations, resource assessments and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas and wilderness study areas are required before approving notices or plans of operations.

A validity determination is a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery of valuable locatable minerals under the mining laws. Validity determinations are conducted when it is in the public interest to do so. Most validity determinations are done on mining claims in wilderness areas when an activity is proposed by mining claimants.

Inspection and Enforcement

Each plan of operation authorized under 43 CFR 3802/3809 requires periodic inspections on the ground to ensure that the operation is in conformance with the approved plan. Operations proceeding under a notice filed under 43 CFR 3809 require periodic inspections to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. The program goal is to inspect all producing operations using cyanide as an extracting agent for gold and silver ore on at least a quarterly basis. BLM's policy is to inspect all other producing operations and all nonproducing surface-disturbing activities every 6 months.

Increased emphasis is being placed on this effort to ensure conformity with established standards for acceptable exploration, mining, and reclamation practices by operators, to ensure appropriate levels of coordination and cooperation with States and other Federal agencies for a coherent and consistent inspection program, and to prevent unnecessary or undue degradation to the Public Land.

Bonding and Reclamation

The BLM has instituted a bonding policy for all mining operations which requires mandatory bonding for all plan-level mining operations. Mining operations shall be bonded at whatever level required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$2,000 per acre. Exploration operations shall be bonded at whatever level is required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$1,000 per acre. Mine operators using cyanide and other leachates are required to post a bond equal to 100 percent of BLM's estimate of reclamation costs required by State or Federal regulators. The bonding initiative helps to build consistency in the surface management program and ensure the conduct of adequate environmental protection and reclamation on mining operations.



Mining Claim Occupancy

The BLM has proposed rules (43 CFR 3710) to define use and occupancy of unpatented mining claims and mill sites and to define and prohibit non-mining uses on such claims. The proposed rules would also define activities related to prospecting, mining, or processing operations, and uses reasonably incident, and establish conditions for determining whether these criteria are met.

Reimbursable Mining Law Administration Fees

The Department of the Interior Appropriations Act of 1989 (43 U.S.C. 1474) provided that the revenues from fees for mining claim recordation (MCR) and mineral patent processing be made available to BLM as reimbursable funds to assist in covering operational expenses. The requirement in the Department of the Interior and Related Agencies Appropriations Act for 1993 for payment of an annual rental fee reduces the fees collected in 1994 through this provision of law to only those fees related to filing new claims, transfers, patent applications, fees paid by claimants holding 10 or less claims, and other fees not related to the annual rental fee. In 1994 it is expected that these administrative fees will generate an additional \$1,500,000 for program support.

◆1995 Activity Increase◆

Table LXXVIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	[27,650]	[+12,350]
FTE	429	+75

The 1995 Budget Request is \$27,650,000 and 429 FTE, an increase of \$12,350,000 and 75 FTE.

Under the *Omnibus Budget Reconciliation Act of 1993*, to hold a mining claim, claimants holding 10 or more claims pay the maintenance fee for 1995 by August 31, 1994. For purposes of estimating receipts, the budget includes a place holder assumption that maintenance fees on 315,000 ongoing claims at \$100 and 40,000 new claims at \$225 will generate approximately \$36 million in revenue. The Department proposes to continue funding the mining law administration program from the fees collected.

To operate the program in 1995, BLM will require \$27,650,000 and 429 FTE plus the anticipated \$5,000,000 in reimbursements for processing the maintenance fee requirements.

The Administration is committed to comprehensive reform of the 1872 Mining Law. The Administration will work with Congress on accomplishing final action on legislation achieving reform. The Administration supports elimination of patenting, royalty collection, a permanent rental fee for all hard rock mining claims on Federal lands, and environmental protection. This budget assumes that Congress will enact legislation during 1994.

An increase of \$12,350,000 and 75 FTE over the 1994 enacted level would be used as follows:

First, an increase of \$7,000,000 and 40 FTE will be used to implement mining law reform legislation. Assuming enactment of comprehensive mining law reform legislation in 1994, the writing of complex regulations will substantially be completed during 1995 as will the likely preparation of an EIS on the regulations. In addition, because mining law reform will require royalty payments based on production, additional funds will be needed to add production accountability to the inspection and enforcement program. These increased levels could also assist in establishing suitability reviews that would be consistent with the new law.

An additional \$5,350,000 and 35 FTE will be used to enhance on-the-ground management including the existing components of the inspection and



enforcement of mining operations. An additional 3,000 inspections will be performed, raising the total number of inspections to over 12,000. This represents about 60 per cent of the total of all inspections if BLM were able to achieve its policy target.

At the 1995 proposed level, BLM would also complete validity determinations on 150 unpatented mining claims. BLM expects to receive and review 2,550 plans of operations or notices for mining operations in 1995.

♦Authorizations♦

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711, 1732, 1744, 1782), provides for preparing and maintaining an inventory of Public Land resource values; authorizes the Secretary to prevent unnecessary or undue degradation of the Public Lands; and provides for recording mining claims and receiving evidence of annual assessment work.

The General Mining Law of 1872, as amended (30 U.S.C. 22, et seq.) provides for locating and patenting mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on Public Land in specified States, mostly in the West.

The Act of March 3, 1879, as amended, (43 U.S.C. 31(a)) provides for the inventory and classification of the Public

Land and examination of the mineral resources and products of the national domain.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321, 4331–4335, 4341–4347) requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Mining and Minerals Policy Act of 1970, (30 U.S.C. 21a) (30 U.S.C. 1601, et seq.) sets out the policy of fostering development of economically stable mining and minerals industries, and studying methods for waste disposal and reclamation.

The Department of the Interior and Related Agencies Appropriations Act for 1989 (43 U.S.C. 1474) provided that receipts for 1989 and thereafter from fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66) established an annual \$100 per claim maintenance fee for unpatented mining claims and sites through FY 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The Act also established a \$25 per claim location fee for new claims, to be paid at the time of recordation.

The Department of the Interior and Related Agencies Appropriations Act for 1994 (P.L. 103-138) provided that funds shall be available to BLM for Mining Law Administration program operations, to be reduced by amounts collected from annual mining claim fees.

Table LXXIX Workload Accomplishments, Mining Law Administration 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Mineral patents processed (# claims)	42	350	350,	0
Validity examinations (# claims completed)	150	150	150	0
Surface Management (# plans/notices)	2,550	2,550	2,550	0
New mining claims recorded (# per year)	40,000	43,000	43,000	0
Annual filings (# processed)	890,000	30,000	30,000	0
Number of claims, new and continuing, subject to actual rental	300,000	300,000	340,000	+ 40,000
Inspection (# inspection reports)	9,300	9,300	12,300	+ 3,000
Enforcement (# decisions)	300	300	300	0

¹ This figure may be subject to modification depending on the provisions and effective dates of reform legislation.



Land Exchanges

Land exchanges are an essential method of implementing multiple use management objectives by consolidating land ownership and acquiring resource values of public significance. Proposed exchanges are identified in BLM land use plans such as RMP's. Each exchange proposal must be evaluated to assure that it is in the public interest by meeting resource objectives for recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

State and private proposals for exchanges that have been identified in BLM land use plans and which support multiple use resource management objectives identified in plans are a primary source of exchange project initiatives. In many western States, as the remaining land entitlements under the state indemnity selection statutes approach completion, state governments are proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.



Appropriation: Oregon and California Grant Lands***Appropriation Language Sheet***

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$87,052,000] \$106,021,000, to remain available until expended: *Provided*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).¹

(16 U.S.C. 594; 43 U.S.C. 1181, 1701 et seq; 53 Stat. 753; P.L. 103-138, Department of the Interior and Related Agencies Appropriations Act, 1994.)

¹. The President's Budget proposes to merge this account with two other BLM operating accounts into a new proposed "Management of Public Lands and Resources" appropriation to facilitate integrated management of Public Land resources managed by the BLM.



Justification of Proposed Language Changes

The President's Budget proposes to merge the funding and provisions of this appropriation into the new proposed "Management of Public Lands and Resources" appropriation to facilitate integrated management of Public Land resources managed by the BLM.

Appropriation Language Citations

1. "For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$87,052,000] \$106,021,000, to remain available until expended:"

16 U.S.C. 594
43 U.S.C. 1181 a, b, d-f
43 U.S.C. 1701 et seq.
53 Stat. 753
P.L. 103-138

2. " Provided, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876)."

♦Authorizations♦

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

43 U.S.C. 1181 a, b, d-f, the Oregon and California Grant Lands Act of 1937, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended, provides for the Public Land to be generally retained in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all Public Lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, §701(b) of FLPMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, The act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

P.L. 103-138, The Department of the Interior and Related Agencies Appropriation Act of 1994 provides funding for BLM programs.



This language was first enacted in the 1953 *Interior Department Appropriations Act* when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.



Proposed Structure

Appropriation: Management of Public Lands and Resources

Summary of Requirements (dollars in thousands)

Appropriation: Oregon and California Grant Lands

	FTE	Amount
1994 Enacted to Date	1,257	87,052
Transfers	[9]	[5000]
Summary of Uncontrollable and Related Changes*	FTE Amount	
FTE Usage Reduction	0	0
Administrative Streamlining		(400)
Additional Cost in 1996 of the January 1994 Pay Raise		333
OSRS/FEIS Retirement Costs		464
One-Jess Paid Day in Fiscal Year 1996		-184
Separation/Retirement Fund Drop		-124
Total Uncontrollable Changes	0	109
Program Changes (detailed below)	50	18,860
Total Requirements (1995 Request)	1,307	106,021

Comparison by Activity/Subactivity	1993 Actual FTE Amount	1994 Enacted To Date FTE Amount	Uncontrollable Changes (+/-) FTE Amount	Program Changes FTE Amount	1995 Budget Request FTE Amount	Inc (+) Dec (-) from 1994 FTE Amount
Sustaining Resource Values						
Upland Resources	3 450	3 475	0	3 2	5 478	2 3
Forest Resources	1,043 60,866	994 58,996	0	(69) (36) 5,860	968 64,787	-36 5791
Riparian & Aquatic Resources	1 54	1 66	0	0 0	1 66	0 0
Threatened & Endangered Species	47 5,961	47 9,000	0	119 75 3,800	122 12,919	75 3919
Recreation Resources	20 2027	20 3798	0	10 21 500	41 4,308	21 510
Resource Plans & Analysis	55 2513	52 1302	0	6 (12) 0	40 1,808	-12 6
Subtotal, Sustaining Res. Val.	1,169 71,600	1,117 73,637	0	69 50 10,160	1,167 83,866	50 10,229
Sustaining Economic, Social, & Physical Uses						
Roads & Ownership Management	5 315	5 317	0	1 0	5 318	0 1
Facilities Maintenance	122 7,456	116 9,867	0	45 0 5,500	116 15,412	0 5545
Subtotal, Sust. Econ., Soc., & Physical Uses	127 7,771	121 10,184	0	46 0 5,500	121 15,730	0 5,546
Workforce and Organizational Support						
IRM & Automation Management	15 2,480	14 2,650	0	2 0	14 2,652	0 2
Subtotal, Workforce & Org. Support	15 2,460	14 2,650	0	2 0	14 2,652	0 2
Construction						
Subtotal, Construction	5 564	5 581	0	-8 0 3200	5 3,773	0 3192
TOTAL APPROPRIATION	1,316 82,415	1,257 87,052	0	109 50 18,860	1,307 106,021	50 18,969

Memorandum Entries:

Jobs In The Woods	[5,000]	1/ 0	0	[5] [12,000]	[5] [17,000]	[5] [12,000]
Forest Plan Implementation	[17,300]	0	0	[43] [6,860]	[43] [24,160]	[43] [6,860]
Total, Pac. N.W. Forest	2/ [22,300]	0	0	[48] [18,860]	[48] [41,160]	[48] [18,860]

1/ Transferred from the Office of the Secretary

2/ These numbers have been included above.

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.



Justification of Uncontrollable Changes

Table I Justification of Uncontrollable Cost Changes, Oregon and California Grant Lands (\$ 000s).

	1994 Enacted	1995 Change
Cost Savings in 1994 Due to the Implementation of Executive Order 12837 Producing Reductions in Agency Administrative Expenses over Four Years (Administrative Streamlining).	N.A./-\$1,100	N.A./-\$400
The adjustment is for the cost savings associated with a reduction in administrative expenses reflecting the Bureau's participation in the Administration's program to increase the administrative productivity of the Federal government.		
Additional cost in FY 1995 of the January 1994 Pay Raise		+\$333
The adjustment is for an additional amount of \$3,737,000 needed in 1995 to fund a nationwide pay increase of 1.6% effective January 1995.		
Additional cost in 1995 of the January 1994 Locality Pay Raises - Absorbed	[\$1,259]	[\$432]
The amount displayed in brackets represents the additional costs of funding the entire January 1994 locality pay increase for GS-series employees and the associated pay rate changes made in other pay series. Three quarters of this amount has been absorbed in the 1994 program, and one-quarter will be absorbed in the 1995 program.		
Other Uncontrollable Cost Changes:		
CSRS/FERS Retirement Costs	\$4,650	+\$484
The adjustment is for changes in estimated retirement costs paid by the Bureau. It results from changes in the relative proportion of FERS employees in the work force and from changes in the percentage of employee salaries paid to retirement funds. It reflects the lower FERS agency changes set for 1995.		
One-less Paid Day in Fiscal Year 1995	N.A.	-\$184
The adjustment reflects the fact that FY 1995 has one less paid day than FY 1994.		
Federal Separation and Retirement Payments	\$124	-\$124
The adjustment is to remove a one-time change in the 1994 appropriations for paying an expected one-year peak in the amount of payments to separating and retiring employees. An unusually high cost for these payments was forecast for 1994 due to the effect of various laws and personnel policies.		
Total, Uncontrollable Cost Changes (FTE / \$)		N.A./+\$109



Appropriation Summary Statement

The Oregon and California (O&C) Grant Lands appropriation primarily provides for management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands. As mandated by the O&C Act of 1937 (43 U.S.C. 1181), these lands are managed for permanent forest production under the principle of sustained yield. Other activities on O&C lands include: Wilderness, Recreation,

Riparian and Aquatic, Upland Resources and Wildlife management programs. BLM also constructs and maintains facilities in support of O&C programs, and does planning and resource analysis.

Resources on intermingled Public Domain land (about 10% of the land base) are managed under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 and are also included in this appropriation. The acreage in the several land classifications receiving funding from this appropriation are shown in Table II below.

Table II Land Status of BLM-Managed Lands in Western Oregon.

Land Status	Acres
Oregon and California Grant Lands	2,072,000
Coos Bay Wagon Road Lands	75,000
Public Domain	239,500
Total, BLM western Oregon lands	2,386,500

Programs conducted on certain additional O&C lands (492,399 acres) within National Forests are managed by the Forest Service. Management funds for these land are included in the Forest Service budget request.

The BLM management objectives in western Oregon are largely the same as those for the management of Public Land throughout the Nation: to provide for ecosystem diversity and sustainability while providing an array of multiple use benefits and services to local communities and the general public. The maintenance and enhancement of biological diversity, and ensuring sustainability of renewable resources, will provide a permanent supply of timber; protect and enhance watersheds, fish and wildlife habitat, provide recreational opportunities; and contribute to the economic stability of local communities dependent upon these lands.

❖Presidential and Secretarial Initiatives❖

The Administration's Forest Plan

The President convened the Forest Conference on April 2, 1993 in Portland, Oregon. The Conference focused on how public lands should be managed to recognize the need to protect and preserve old growth forests, fish, wildlife, and water as well as the needs of the workers, businesses, and communities dependent on timber sales. Much of the region's old growth forests has already been logged and most of the remaining old growth forest is on Federal lands.

The President released his *Forest Plan for a Sustainable Economy and Sustainable Environment* on July 1, 1993. The Forest Plan is a comprehensive and innovative blueprint for forest management, economic development, and agency coordination in the Pacific Northwest and Northern California.



The Plan is based on Option 9 of the Forest Ecosystem Management Assessment Team (FEMA-T) report. The Plan focuses on key watersheds and a comprehensive system of old growth reserves to protect old growth ecosystems. The Department of the Interior actively worked with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents to develop the Forest Plan.

The Department's 1995 budget supports the Plan with a commitment of \$71.4 million. As part of the total, funding for "Jobs in the Woods" ecosystem restoration projects will put unemployed timber workers back to work on riparian projects, road closures, and other improvements. Implementation of Option 9 of the Plan includes watershed assessments, planning, and monitoring, as well as ongoing research. Supporting the Plan is a proposal to harvest the identified allowable backlog of approved annual cuts on Indian Reservations. Table III shows the Department of the Interior 1995 funding for the Forest Plan.

Table III Department of the Interior Forest Plan Funding 1995 (\$ 000s)

(\$ 000)	1994 Enacted	1995 Increase	1995 Budget Request
Jobs in the Woods			
Bureau of Land Management	5,000	12,000	17,000
Fish and Wildlife Service	1,000	9,000	17,000
Bureau of Indian Affairs	1,000	2,000	3,000
Subtotal	7,000	23,000	30,000
Forest Plan Implementation			
Bureau of Land Management	17,300	6,860	24,160
Fish and Wildlife Service	0	11,250	11,250
National Biological Survey	2,281	2,250	4,481
Subtotal	19,531	20,360	39,891
BIA Timber Program	0	1,500	1,500
Total	26,531	44,860	71,391



Forest Plan Implementation

This effort includes completion of the Supplemental EIS and Resource Management Plans reflecting the assumptions and guidance contained in the President's Forest Plan. Under the President's Forest Plan, all interdisciplinary activities will center around the completion of a watershed

assessment, which will help delineate riparian reserves and become the basis for management decisions, monitoring, and restoration programs. Table IV outlines BLM's requested funds for implementation work. Table V outlines the specific accomplishments to be achieved with the requested increase of \$6,860,000.

Table IV Forest Plan Implementation (Option 9) (\$ 000s)

BLM Forest Plan Implementation on Oregon and California Grant Lands			
Program Activity/Subactivity	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Sustaining Resource Values			
Forest Resources	11,412	17,272	+5,860
Threatened & Endangered Species	5,657	6,657	+1,000
Resource Plans and Analysis	231	231	0
Total	17,300	24,160	+6,860



Table V Implementation of the Forest Plan

Program Accomplishments	1995 Increase (\$ 000s)
Watershed Analysis: Allows for assemblage of additional base data where gaps of knowledge exist, and support electronic data capture and analysis. Funds will be used to acquire highest priority base data needed for watershed analysis. Interagency monitoring protocols and coordination for adaptive management will also be initiated.	+3,160
Interagency coordination/cooperation: Fund a full year of the interagency cooperation and coordination structure set up in 1994. Work includes development of an interagency implementation training strategy.	+1,000
GIS: Define the requirements for and develop analytical tools for watershed analysis, adaptive management area planning, provincial planning, monitoring, and decision support.	+700
Adaptive Management Areas: Funds will be used to support and develop partnerships with various groups as identified in the Forest Plan. These funds represent only a portion of the total funding directed to adaptive management areas, additional funds come from other cooperators. Funds will primarily be used to fund the process of other work designed to do watershed analysis, base data acquisition, and restoration projects.	+500
Workforce Transition Costs: Increase will be used to reconfigure the BLM workforce in line with the focus of the Forest Plan. Funds will be used for retraining, employee orientation, recruitment for special skills, and transfers to new duty stations.	+500
Threatened and Endangered Species: Work includes review and coordination of proposed project work; plan development or modification; monitoring and inventory of critical habitat areas (175 sites/69,000 acres); and the reconstruction of natural vegetation patterns through the use of historic documents and paleoenvironmental assessments; and provision of interpretive and environmental education information related to forest management and habitat response.	+1,000
Total	+6,860



"Jobs in the Woods"

The "Jobs in the Woods" initiative is funded in several O&C subactivities as shown in Table VI. The Bureau has identified a number of opportunities for ecosystem restoration projects including wildlife and riparian improvement projects, forest improvement projects, stream restoration projects, road maintenance, road closures, and road and bridge replacement, improvement and repair. Such work will help reduce sedimentation into streams, enhance anadromous fish habitat, improve forest habitat, and possibly eliminate the future need to list species under the Endangered Species Act. The work will also help diversify local economies by enhancing economic opportunities associated with fisheries and recreational values. The work planned provides opportunities

for contracting to the private sector and responds and ties directly to the President's initiative providing stimulus to both local economies and employment.

Table VII identifies specific "Jobs in the Woods" project examples planned for implementation. The proposed activities meet the following criteria:

- They support family wage jobs.
- They would occur on Federal land.
- They are within the targeted geographic area (SW Oregon, northern California, and the Olympic Peninsula).
- They involve more than watershed restoration.

Table VI BLM "Jobs in the Woods" on Oregon & California Grant Lands (\$ 000s).

BLM "Jobs in the Woods" in Oregon & California Grant Lands			
Program Activity/Subactivity	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Sustaining Resource Values			
Forest Resources	4,000	4,000	0
Threatened & Endangered Species	1,000	3,800	+2,800
Recreation Resources	0	500	+500
Sustaining Economic, Social, and Physical Uses			
Facilities Maintenance	0	5,500	+5,500
Western Oregon Construction	0	3,200	+3,200
Total	5,000	17,000	+12,000



Table VII BLM "Jobs in the Woods" Projects/Accomplishments (\$ 000s).

Ecosystem Restoration - Western Oregon "Jobs in the Woods" Projects/Accomplishments			
Program Subactivity	Major Accomplishments	1994 Enacted To Date	1995 Budget Request
Facilities Maintenance	Two projects in existing recreation sites to protect ground water quality through the upgrade of sanitary facilities, sewer hookup, and water system replacement, and repair of two existing facilities.	0	500
Transportation System Maintenance	Provides for reduction of erosion from roads, reduction in stream sedimentation and improvement of fish passages through contracts: 60 miles of road resurfacing, replacement of 45 culverts, 2,000 miles of slide removal, mulching, and brushing.	0	5,000
Threatened & Endangered Species	FY 1994 provides for: •creation of snag/tree nest cavities (1,550 ac treated) •woody debris placement (380 ac) •monitor/inventory 45 sites/18,000 acres •habitat mgmt plan prep (1 plan) •1 ACEC restoration projects •18 acres Snowy Plover Habitat enhancement •thinning of stands FY 1995 provides for: •creation of snag/tree nest cavities (5,850 ac treated) •woody debris placement 1,450 ac) •4 ACEC restoration projects •70 acres Snowy Plover Habitat enhancement •thinning of stands	1,000	3,800
Forest Management	Project Implementation: FY 1994: 68 projects • 2200 acres of weed control, 4,000 acres of stand and range improvement; 250 miles of fence; bank stabilization, and planting; and thinning of stands. Also provides for 120 miles of Anadromous Fish streams inventoried and 56 miles of stream improvements. FY 1995: 28 projects • 2860 miles of stream channel and riparian vegetation inventories, 175 stations for water quality data collection, and 13,600 acres of erosion reduction to reduce stream sedimentation, and enhance water quality and anadromous fish habitat; 930 acres of weed control; 1800 acres of stand and range improvement, 115 miles of fence, bank stabilization and planting, thinning of stands; 52 miles of stream inventory and 25 project miles of stream improvement.	4,000	4,000
Recreation	Provides for 5 Back County Byway interpretive projects which will enhance recreational uses and related industries.	0	500
Construction	Projects are geared to protect and diversify community economic opportunity. Provides for construction of projects which provide new facilities, expansion or improvements to support ecosystem restoration, transportation safety, recreation use, and wildlife viewing opportunities, and "Jobs in the Woods".	0	3,200
Total	BLM Oregon "Jobs in the Woods"	5,000	17,000



❖Receipts❖

Receipts from the harvest of timber and other products on the Oregon and California (O&C) Grant Land, the Coos Bay Wagon Road (CBWR) Lands and intermingled Public Domain (P.D.) land of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties.

Historically, receipts from O&C lands were divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Due to resource conflicts and the restrictions on timber harvest, receipts have declined significantly impacting local economies. To stabilize O&C county revenues, appropriation language for 1991, 1992, and 1993, included a provision for a floor payment to the O&C counties to insure total payments would be equal to the annual average of the five year period between 1986-1990 (the payment could not exceed total receipts collected).

Receipts from Coos Bay Wagon Road lands also are now included in the Special Payment to western Oregon Counties. Receipts from Public Domain lands are divided among the State (4 percent), the General Fund of the Treasury (20 percent), and the Reclamation Fund (76 percent).

The payment formulas were further modified in the Omnibus Budget Reconciliation Act 1993. The Act provides the western Oregon counties a "special payment amount" based on an annually decreasing percentage of a 5 year average (1986-1990) replacing both the old O&C payment and the CBWR payment. Table VIII shows the special payment schedule through the year 2003. However, for each year from 1999 through 2003, payments to the counties will be the greater of either the special payment amount identified, or the share of the 50-percent of total receipts.

Since 1993, the federal share of all the receipts generated from timber salvage sales goes to the Forest Health and Recovery Account to be used

for further salvage of timber and reforestation of these lands.

Table VIII Special Payment Schedule

FY	Special Payment Amount (Omnibus Budget Reconciliation Act of 1993) ¹
1997	\$78,586,460
1995	\$75,812,820
1996	\$73,039,180
1997	\$70,265,540
1998	\$67,491,901
1999 ₂	\$64,718,261
2000	\$61,944,621
2001	\$59,170,981
2002	\$56,397,341
2003	\$53,623,702

¹ Floor payment average 1986-1990 = \$184,909,318/2 (50%) = \$92,454,659 X .85% (1994) = \$78,586,460

² O&C Counties will receive the Special Payment Amount FY 1994-FY 1998. FY 1999 -FY 2003, they will get the special payment amount or 50% of total receipts, whichever is greater.

Proposed Change in Budget Structure:

The President's Budget proposes to merge the "Oregon and California Grant Lands". "Construction and Access", and "Management of Lands and Resources" appropriations. This consolidation will simplify the Bureau's budget structure and reduce the time and costs of managing a multitude of budget activities separately. This, in turn, will free scarce funding and staffing resources.



es to accomplish on-the-ground work that more directly contributes to the achievement of the Bureau's mission and objectives. There are, in addition, several other reasons for proposing the merger of the O&C account into a broader BLM operating appropriation, including:

- The original reason for establishing a separate O&C Appropriation was to return a portion (up to 25 percent) of the O&C receipts to BLM for further investments in infrastructure on O&C lands to generate more receipts. This is no longer the case. Since 1982, O&C has been a direct appropriation independent of receipts, similar to the Management of Lands Resources (MLR) Appropriation for BLM programs elsewhere..

- The emphasis of resource management in western Oregon has shifted: *away* from dominant use, single-focus management *toward* balanced, integrated, multiple use; *toward* multi-agency, multi-resource management similar to other Bureau efforts; and *toward* greater cooperation and interdisciplinary action in doing planning on a landscape basis.

- Today's resource management issues and planning require landscape planning, including integration with landscapes on the east side of the Cascades and in northern California.

- Many O&C resource management programs, such as riparian, threatened and endangered species, recreation, cultural and maintenance programs, etc, are integral parts of larger Bureauwide efforts.

- MLR funds currently provide for all or part of the management of several programs on O&C land, including: Wilderness, Solid Minerals, Law Enforcement, Hazardous Material Management, most Realty & Ownership Management, Wildlife, Riparian & Aquatic Resources, and Workforce and Organizational Support Programs.

- Finally, this action supports the President's "Reinventing Government" initiative by enabling

BLM to conduct better and more comprehensive resource management oversight at less cost.

Under the proposed structure, both accomplishments and management emphases for O&C lands will continue to be clearly identified in the BLM Budget. Important items such as the "Jobs in the 'Voods'" initiative, Forest Plan Implementation, Receipts, Reforestation, Construction, etc., would continue to be visible with units of accomplishment distinct features of the combined budget package.

◆Background of the O&C Appropriation◆

Title II of the *Oregon and California Grant Lands Act of 1937*, 43 U.S.C. 1181f, (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Department of the Interior for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.



By 1951, the U.S. Treasury had been repaid in full for money advanced to make the payments in lieu of taxes prior to 1937. According to subsection (b), Title II of the O&C Act, the 18 O&C counties were then entitled to 75 percent of the receipts. However, in 1953, the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States Government for the development and management of the O&C lands.

Beginning in 1953, Congress appropriated some or all of these subsection (b) to BLM and the Forest Service receipts (by allocation from BLM) for development, protection, and management of the O&C lands. From 1961 through 1981, an amount equal to the full 25 percent of receipts collected was appropriated by Congress to BLM for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made the "O&C" appropriation a direct, definite appropriation to BLM. This was done to eliminate the uncertainty in financing the

management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber harvests. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C" appropriation. Beginning with 1985, the Forest Service also began receiving a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation of funds from BLM. These concepts would be continued in 1995.

In the 1995 President's Budget, the Administration proposes to establish a single major operating appropriation for BLM by merging the existing "Management of Lands and Resources", "Construction and Access", and "Oregon and California Grant Lands" appropriations.



Activity Summary

Activity: Sustaining Resource Values (O&C)

Table IX Activity Summary (\$ 000s).

Subactivity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Upland Resources	450	475	3	0	478	+3
Forest Resources ²	60,595	58,996	-69	+5,860	64,787	+5,791
Riparian and Aquatic Resources	54	66	0	0	66	0
Threatened and Endangered Species	5,961	9,000	+119	+3,800	12,919	+3,919
Recreation Resources	2,027	3,798	+10	+500	4,308	+510
Resource Plans and Analysis	2,513	1,302	+6	0	1,308	+6
Total	71,600	73,637	69	+10,160	83,866	10,229

¹ Please see the cross-walk table for a derivation of these budget levels.² An additional \$720,000 is provided by MLR for wildlife challenge/cost share projects, and for salmon summit projects on O&C land.

♦Activity Narrative♦

Sustaining Resource Values (O&C) provides for the management of 2.5 million acres of land which are primarily forested ecosystems in western Oregon. This activity provides for integrated management of the Public Domain, CBWR, and O&C Land resources in western Oregon, including interdisciplinary planning and management of upland resources, forest resources, riparian and aquatic resources, threatened and endangered species, recreation, wilderness resources, cultural resources, and resource plans. Table IX shows the proposed level of funding in each subactivity. The Wilderness program in western Oregon is included in the Bureauwide Wilderness Resources program funded by the MLR appropriation.

Resources are managed on a landscape or ecosystem basis in which each resource contributes to the whole, and the interrelationships of western Oregon Land resources and uses are recognized. By managing on a landscape basis, BLM's multiple use and sustained yield mandate, as outlined in the Federal Land Policy and Management Act (FLPMA) and the O&C Act, can be efficiently carried out. The overall objective is to provide for resource values, uses and products such as recreational use; timber and forest products; wildlife and fisheries habitat; cultural and wilderness values; and livestock forage in a manner which will sustain economic and/or social values to local communities and the American people.

An example of this crosscutting management approach is being demonstrated in BLM's management actions related to the Columbia and



Snake River Basins Anadromous Fish Management Plan. Improving habitat conditions for anadromous fish in these river basins is a coordinated multi-program effort which includes measures to improve in-stream habitat, enhance adjacent riparian vegetation, and to improve the overall water quality on adjacent upland resources through proper livestock grazing, forest management and other land management practices.

The Sustaining Resource Values activity includes the following subactivities:

Upland Resources

The upland resources ecosystem is comprised of BLM's non-forested lands, exclusive of riparian and aquatic areas. The basic soil and vegetative resource provides wildlife habitat for big game, small game, raptors, nongame animals, and furbearers. It also provides forage for livestock, and contributes significantly to recreation resources on Public Land.

BLM's goal is to manage resources to achieve healthy and productive uplands and associated riparian-wetland areas for long-term benefits, values, and uses.

Forest Resources

The Forest Resources subactivity addresses the management, development and protection of forest ecosystems in western Oregon, such as commercial forest lands and woodlands and associated resource values, such as soil, water, and fisheries. These lands provide valuable forest products as well as important habitat for plant and wildlife species. Forest ecosystems also provide a wide array of recreational opportunities such as hunting and wildlife viewing. Direction for management of forest resources is outlined in BLM's Resource Management Plans.

The forest ecosystem plays an important role in the management of interspersed riparian and wetland areas. Fisheries resources depend on

healthy watershed conditions on forested lands in providing suitable water quality and quantity. Forested lands in the Pacific Northwest contain some of the most productive fish habitat in the nation. The Forest Resources subactivity is a critical component in the management of anadromous fish habitat in the Columbia and Snake River Basins of Oregon, Washington, and Idaho.

Riparian and Aquatic Resources

Riparian or wetland areas support some of the most ecologically diverse plant and animal communities on the O&C Lands including the Columbia River. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well. BLM has made improvement of riparian-wetlands a high management priority.

BLM manages riparian-wetland areas and associated uplands to achieve healthy and productive conditions for long-term benefits and values. The primary management goal, as outlined in BLM's *Riparian-Wetland Initiative for the 1990's* is to restore and maintain riparian-wetland areas so that 75 percent or more are in proper functioning condition by 1997. The overall objective is to achieve an advanced ecological status, except where resource management objectives, including proper functioning condition, would require an earlier successional stage.

Threatened and Endangered Species

The BLM manages threatened and endangered plants, fish and wildlife on western Oregon lands to restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with other Federal and State wildlife agencies.

BLM also manages the habitat of special status plants and animals to maintain populations at a



level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal Governments.

The BLM is undertaking recovery actions for listed species as well as ensuring that BLM programs and actions are not likely to jeopardize a species or destroy its habitat. In managing threatened and endangered species, the BLM utilizes an ecosystem approach to habitat management.

Several species for which the BLM has initiated management actions include the northern spotted owl and anadromous fish species in the Columbia and Snake River basin, and the Marbled Murrelet.

Recreation Resources

Western Oregon Lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Significant recreation resources located in western Oregon possess the potential for relieving public pressure and demand from heavily used Forest Service and National Park Service recreation facilities. The major goal of BLM's recreation program is to ensure the continued availability of a diversity of outdoor recreation opportunities within the context of multiple-use.

Because of the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic picture of the western States, western Oregon is rapidly being discovered by more people, becoming more visible on a national level, and is being subjected to more acute use pressures and conflicts.

BLM's recreation resources management program is guided by implementation of *Recreation 2000*: a Strategic Plan. The O&C Lands offer great potential to provide a wide range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural

and cultural resources. The implementation of *Recreation 2000* is critical to properly manage the growing demand for and use of western Oregon Land for outdoor recreation purposes.

The presence of wildlife and fisheries species plays an integral role in determining the quantity and quality of recreational experiences on public land. The health of riparian-wetland areas, which are valued and often used heavily by recreation users, also play an important role in providing recreational opportunities. Recreation use, often has an impact on the soil, vegetative and fish and wildlife resource. This recreational use is carefully considered when developing management strategies for these other resources.

Resource Plans and Analysis

Management of the many and varied resources is guided by land use plans. These plans are developed at two separate levels. Broad resource allocations among competing needs and uses, such as identifying areas to be managed for Wilderness Values, are made through Resource Management Plans (RMPs). Similarly, allocation decisions identifying the level of timber harvest are made at this level. More specific decisions regarding how resource activities are applied to an individual land area are subsequently identified through detailed activity plans. Timber Management Plans and Habitat Management Plans (HMPs) are examples of activity plans. As BLM moves toward an ecosystem based management approach, consolidated activity plans which address all resources on a particular area will be emphasized and fewer single purpose plans will be developed. This will result in a much more united and cost effective approach to managing these resources.

♦Authorizations♦

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the



Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "Public Lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection programs apply to the management of the O&C and Coos Bay Wagon Road (CBWR) Lands.

Other related Authorizations for management actions carried out on O&C land, as described in the subactivities included below, are listed in the companion *Sustaining Resource Values* activity in the MLR Appropriation. Please refer to the MLR Sustaining Resource Values Activity for a review of authorizations.



Justification of Program and Performance**Subactivity: Upland Resources (O&C)****Table X** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	475	+3	0	478	+3
FTE	3	0	+2	5	+2

¹ Please see the cross-walk table for a derivation of these budget levels.**◆1995 Subactivity Description◆****Resource Description**

A small portion of BLM's western Oregon lands are non-forest upland, such as rangelands. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. Rangeland management practices are conducted under this subactivity.

Resource Management Objectives

BLM's major objectives for upland resources in western Oregon are achieve proper functioning condition on uplands to improve riparian conditions by 1997, and to implement Rangeland Reform initiatives for these areas.

◆1995 Program◆

Management of upland resources is achieved through the implementation and monitoring of activity plans. This includes the development of management prescriptions for specific areas and the identification and installation of the necessary structural and/or land treatment projects. Structural controls are used as supplemental practices

to assist in achieving natural functioning conditions, primarily as interim measures. Monitoring efforts assure that the resource objectives are being met or provide the data necessary to modify the prescription to meet the objectives.

Resource Improvement and Maintenance

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participatory approach, especially in concert with livestock grazing management, mineral development, and timber harvest activities. Rangeland management program activities are a vital element of the overall BLM efforts to manage and improve riparian ecosystems.

The 1995 upland resources program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In five areas where there are large and well blocked lands, coordinated resource management plans (CRMPs) have been developed and needed management improvement projects constructed.



Monitoring will continue to be a priority in 1995, but continued emphasis will be placed on developing CRMPs emphasizing ecosystem diversity and sustainability. An additional 24 high priority areas are scheduled for CRMP development in the future. In the 1995 program, 2 new CRMPs are planned to be accomplished.

Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seed

ling establishment and to protect reforestation efforts. Livestock management projects also help to accomplish other related resource management objectives such as the protection and improvement of important wildlife habitat, maintenance and improvement of water quality, and the protection of threatened and endangered plants and animals. Various projects on O&C lands, such as fences and water developments, are planned to control the timing and degree of livestock grazing use, and to speed ecosystem restoration.

Table XI Workload Accomplishments, Upland Resources 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Coordinated Resource Management Plans (#)	0	0	2	+2
Allotments monitored (#)	13	18	18	0
Leases Administered (#)	126	126	126	0
Projects Developed (#)	2	2	2	0



Justification of Program and Performance**Subactivity: Forest Resources (O&C)****Table XIII** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	58,996	-69	+5,860	64,787	+5,791
FTE	994	0	-36	958	-36

¹ Please see the cross-walk table for a derivation of these budget levels.**◆1995 Subactivity Description◆****Resource Description**

The BLM manages nearly 2.5 million acres of land in western Oregon that is scattered from the Columbia River to the Siskiyou Mountains near the California border, and from the Pacific coastal estuaries to the upper elevations of the Cascades to the east. The majority of this land is covered with coniferous forest. The land provides habitat for over 600 species of wildlife, including 216 species of birds, 88 species of mammals and 40 species of amphibians and reptiles, and 15 major plant communities. In addition, these acres include over 1,500 miles of some of the most productive anadromous fisheries streams in the west.

Resource Management Objectives

The objectives for the western Oregon Forest Resources Program are much the same as those for the Forest Resources Program on Public Lands.

These objectives are to:

- ensure natural abundance and diversity of the forest ecosystems to assure sustainability of resource values as part of the multiple-use concept by restoring, maintaining, and enhancing ecosystem conditions;
- monitor ecological impacts and resource trends to determine effectiveness of management measures in protecting ecosystem function, form, and sustainability, and to ensure compliance with Federal and State laws and regulations including the State nonpoint source management plan;
- use the BLM planning system to make land use allocations, environmental assessments, and identify specific land management objectives and uses;
- support the protection and management of habitat for wildlife species, including threatened or endangered species, conduct and support research and studies to provide species protection, and help develop and implement recovery plans as appropriate;



- maintain sustainability of future forest resources and timber harvest levels by reforestation through site preparation, tree planting and plantation protection, and intensive practices such as stand density control and prescribed burning;

- receive fair market value for the sale or use of products, and prevent, investigate, and eliminate unauthorized use;

- implement best management practices on watersheds to minimize nonpoint source pollution from BLM lands; and

- assist in the improvement of anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future" and maintain or enhance the fisheries potential of anadromous fish streams in Pacific Coast drainages.

◆1995 Program◆

Resource Management Plans for the 6 western Oregon BLM Districts provide specific guidance, and disclose proposed activities and associated environmental impacts. We anticipate that these plans will be completed in 1995 and updated to include the principles and guidelines of the President's Forest Plan. Implementation of the RMPs is expected to occur in late 1995.

Wildlife Habitat Resources

The program for 1995 continues to provide for evaluating wildlife habitat resources in the forest ecosystem, including T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource programs. In addition, BLM will be monitoring HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring

about de-listing and identify each agency's responsibilities in the recovery process. BLM will continue to implement existing T/E recovery for species which rely on the western Oregon and Public Lands for habitat.

Forest Products

The harvest of forest products is increasingly being planned to enhance other resource uses. For 1995, BLM plans to offer 254 MMBF of timber for sale under the commercial sale program (about 240 MMBF from O&C land and 14 from Public Domain). It is estimated that 164 MMBF will be cut from O&C land and 14 MMBF from Public Domain (Table XIII). Total receipts for 1995 from O&C land are estimated to be about \$98.4 million.

Associated Forest Resources work includes site preparation, reforestation, and timber stand improvement. BLM will continue to refine its woodland inventory data, and expand the variety of woodland products sold. Demand work associated with issuing permits for other forest products will also be accomplished.



Table XIII Estimated Volume Sold, Harvested, and Sale Price Values FY 1994-95

Oregon Estimated Volume Sold, Harvested, and Sale Price Values FY 1994-95						
	Total Volume Sold & Harvested		O&C Harvest Receipts ¹		PD Harvest Receipts	
FY	MMBF Sold	MMBF Cut	MMBF	\$000's	MMBF	\$000'S
1994	42	146	134	\$48,240	12	\$4,320
1995	254	178	164	\$98,400	14	\$8,400

¹stumpage sale price estimated to be \$360/MMBF for 1994 and \$600/MMBF for 1995.

Watershed Planning

The water transport system, from the mountains to the ocean, flows through or from forested areas and provides critical living corridors for fish and wildlife species. Watershed planning, development, and maintenance provide for stabilizing soils, improving watershed conditions, and overall insuring the sustainability of riparian and aquatic resources. Under the President's Forest Plan, all interdisciplinary activities will center around the completion of a watershed assessment, which will help delineate riparian reserves and become the basis for management decisions, monitoring, and restoration programs.

Forest resource management activities will be planned and carried out in an interdisciplinary manner helping to ensure the achievement of multiple objectives, and a sustainable environment.

Reforestation and Forest Development

With the completion and implementation of the Resource Management Plans, it will be incumbent upon BLM to perform the full range of forest practices in accordance with the Forest Plan. Reforestation will focus on planting and replanting of any harvested and deforested acres, devel-

opment of multi-layered forest canopies, re-establishment of conifers in areas adjacent to riparian zones, and creating structures and conditions for cavity dwelling species.

BLM is assuming that a balance between timber harvest and reforestation and forest development work will be maintained under the new RMPs. Growth enhancement practices such as precommercial thinning, fertilization, and release treatments, can be used to provide desired structure and conditions for both wildlife habitat and timber production.

The reforestation and forest development workload is accomplished principally through contracting specified treatment projects to the private sector. An estimated 95 percent of the projects are accomplished by contractors, providing jobs in the local communities.

Habitat Management

Western Oregon lands provide habitat for elk, deer, black bear, and other game and non-game wildlife species. Planned work efforts include habitat improvement projects such as planting desirable forage species into recently logged areas, implementing road closures in sensitive areas, and developing water structures.



Western Oregon forested lands support several Special Status Species (Federally listed, proposed, candidates, and State listed or sensitive) plants and animals. Forested lands are critical for the survival of these species. Many species are isolated to small populations, or unique habitat types such as old growth forests, streams and springs, and wetlands, but several mammals and birds are wide-ranging over large forested areas of the Coast Range and Siskiyou Mountains for example. Forest management activities are designed to protect federal listed or proposed threatened and endangered species. Proposed projects that might affect such species are reviewed with the FWS through consultation under the Endangered Species Act.

listing as threatened or endangered by the National Marine Fisheries Service (NMFS).

Riparian-Wetland Areas

The forest ecosystem includes riparian zones along several hundred miles of BLM managed streams that flow through managed forest areas. Forest management activities are done in conjunction with riparian management to protect and enhance such areas. For example, research has now shown that large woody debris (logs, and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to instream habitat quality needed for trout and salmon, particularly juveniles. BLM conducts ongoing riparian restoration work to accelerate habitat restoration through planting of conifer species along riparian zones or through the placement of woody debris.

Forest ecosystems also encompass numerous wetland habitats that support a wide diversity of plant and animal species unique to the region. Forest resource activities are coordinated to insure that wetland objectives are met.

The condition of forested watersheds is the key to water quality and productive fish habitat. Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon. Several species are being considered for



Anadromous Fish Habitat Improvement

In 1993, strategies were updated for achieving the anadromous fish goals and objectives. Objectives include streamside and fisheries improvement projects, such as aspen planting and juniper thinning. Efforts will be focused on areas with endangered fish runs. The planting of aspen and other species provide vegetative structure in the riparian zone, stream bank stability, and as trees die are important in creating in-stream structure. The thinning of juniper in upland areas will increase available water without increasing overland flows. These efforts will increase water quality and quantity, reducing water temperatures and improving spawning and rearing habitat for endangered fish runs. This work is ongoing and is consistent with the objectives in the President's Forest Plan.

Habitat Recovery Plans

Recovery plans for T/E species prepared under the auspices of the FWS, identify habitat and work necessary to bring about de-listing and identify each agency's responsibilities in the species recovery process. BLM will continue to implement existing T/E recovery and management plans for species which rely on western Oregon forest ecosystems for habitat. Towards achieving more integrated management, the Bureau will draft a "Forest Ecosystem Inventory System" more responsive to the needs of ecosystem management.

Volunteers

The western Oregon forest resources program has a history of utilizing volunteers in the support of its program work. These volunteers assist the BLM in accomplishing reforestation, timber stand improvement, inventory, and survey work. For Oregon in forestry alone, in 1992, volunteers contributed over 1,810 work hours with an estimated value of \$18,760. BLM cost were \$920 thus having a 20:1 cost benefit ratio. Additional

opportunities for increased use of volunteers will continue to be pursued in 1995.

Jobs in the Woods Opportunities

Consistent with implementation of the President's Forest Plan, the BLM has identified a number of opportunities in this region for wildlife, riparian, and watershed restoration projects. For 1995, projects include bank stabilization, watershed restoration, stream improvements, and improvements of habitat structure (see "Jobs in the Woods" Table VII). Such work will help reduce sedimentation into streams, enhance anadromous fish habitat, improve forest habitat, and possibly eliminate the future need to list species under the Endangered Species Act. The work planned provides opportunities for contracting to the private sector and responds directly to the President's *Investments in Natural Resources* initiative providing stimulus to both local economies and employment.

The 1995 Budget provides funds for ecosystem restoration projects as part of the "Jobs in the Woods" initiative, including 720 miles of stream channel and riparian vegetation inventories; 45 stations for water quality data collection; 3,400 acres of erosion reduction work; 250 acres of weed control; 430 acres of stand and range improvement; 30 miles of fence, bank stabilization and planting; 15 miles of stream inventory; and 5 miles of stream improvement.



❖1995 Subactivity Increase❖

Table XIV 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	64,787	+5,860
FTE	958	-36

The 1995 Budget Request is \$64,787,000 and 958 FTE, a program increase of \$5,860,000. The entire increase is for implementation of the President's Forest Plan. The increase provides \$3,160,000 for additional watershed analysis to insure the sustainability of critical habitat, riparian, and forest resources; \$1,000,000 for Interagency coordination including the development of an interagency implementation training strategy; \$700,000 enhancing GIS capability; \$500,000 for management of Adaptive Management Areas; and \$500,000 for cost associated with workforce transition and reconfiguration enabling effective implementation of the President's Forest Plan. Additional information is shown in Table V. Reductions in FTE are associated with reductions in timber sale and harvest levels and the subsequent reduced need for historical levels of labor intensive support, and FTE shifts to other emphasis areas such as the Threatened and Endangered Species subactivity.



Table XV Western Oregon Forest Ecosystem Management Workload Accomplishments 1993, 1994, 1995.

Workload Measure (Forest Management; Soil, Water, Air, Wildlife & Fisheries)	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Site Preparation (acres)	10,383	7,779	6,100	-1,679
Reforestation (acres)	18,018	11,008	11,600	+592
Timber Stand Improvement (acres)	11,029	0	6,200	+6,200
Maintenance (acres)	0	0	13,400	+13,400
Inventory (000's)	30	130	30 ¹	0
Timber Mgmt Plans (#) ²	36	36	126	0
Sales Prepared (#)	110	130	120	-10
Timber Volume Prepared (MMBF)	250 ³	395 ⁴	240	-155
Volume Offered/Sold (MMBF)	49 ⁵	42	254	+212
Volume Harvested (MMBF)	110	130	130	+30
Special Forest Products	7,300	11,000	7,000	0
Habitat Evaluation (000's acres)	785	1,339	1,450	+592
Habitat Improvement (000's acres)	102	130	110	+15
Maintenance of Projects (#)	38	31	35	+6
Resource Protection (000' acres)	4	2	2	0
Water rights documentation (#)	9	41	43	+2

¹ Acres represent Operations Inventory/Timber Production Capability/Classification records maintenance.

² Annual and 5 year sale plans.

³ 413 MMBF prepared before two court injunctions prevented sale. About 250 MMBF additional volume partially prepared.

⁴ This volume would be available for offering if the existing injunctions are lifted.

⁵ Due to court injunctions this was all the timber that was sold.



Justification of Program and Performance

Subactivity: Riparian and Aquatic Resources (O&C)

Table XVI Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	66	0	0	66	0
FTE	1	0	0	1	0

¹ Please see the cross-walk table for a derivation of these budget levels.

◆1995 Subactivity Description◆

Resource Description

In western Oregon, riparian area management is a key issue on timbered areas, and will continue to be a focal point of resource management priorities into the next century. Riparian areas provide vital components of the habitat for both wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities.

Resource Management Objectives

This Riparian-wetland initiative identifies 4 general riparian goals and incorporates actions to implement *Waterfowl Habitat Management on Public Lands*, and the objectives in *Fish and Wildlife 2000*, and the *Range of Our Vision* strategic plans to ensure a coordinated and unified approach to managing these valuable riparian-wetland areas.

In the *Fish and Wildlife 2000* plan, program goals and objectives are identified in three major components: Wildlife Habitat Management, Fish Habitat Management, and T&E Species Habitat Management. The *Fish and Wildlife 2000* plan defines the program according to these man-

ageable categories and also provides a focus for the entire program. The plan includes specific objectives related directly to western Oregon lands. BLM Oregon State Office completed its State level *Fish and Wildlife 2000* plan in 1991, which outlines specific objectives and actions to be taken within the State. Implementation of this plan is underway.

◆1995 Program◆

Resource Improvement and Maintenance

The BLM management program maintains and improves wetland, riparian, and aquatic, habitats for plant, fish, and wildlife species and communities including T/E plant and animal species occurring on the Public Lands in western Oregon.

Close coordination between wildlife, fisheries, range, and forestry professionals is planned to conduct joint inventories to identify and quantify the habitat of terrestrial, aquatic, and T/E species into various condition classes and needs.

During 1995, BLM will continue to implement its 5-year plan (A Five-year Comprehensive Anadromous Fish Habitat Enhancement Plan for Oregon Coastal Rivers). The plan is focused to enhance anadromous fisheries in Oregon coastal



streams and includes over 350 miles of stream targeted for habitat improvement projects. The plan identified the need to install over 10,000 new instream structures, construct 41 fish passages, place nearly 5,000 boulders to improve pool quality and quantity, and complete inventory on over 700 miles, monitoring, and management plan development. Work since 1986 has included construction of nearly 2,301 instream structures, 193 rearing pools for juvenile fish, and 18 fish barrier modifications, and 42 off channel resting areas which has opened up an additional 100 miles of stream habitat to spawning fish.

Riparian Management

Riparian zones along several hundred miles of BLM managed streams in western Oregon are in need of improvement. Researchers now know that large woody debris (logs, and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to in-stream habitat quality needed for trout and salmon, particularly juveniles. Riparian project work is planned to accelerate habitat restoration through planting of conifer species along riparian zones that are currently dominated by hardwoods such as alder (See Table "Jobs in the Woods" Table (VII)). Since most of this work is focused on improving anadromous fisheries for sensitive, threatened or endangered species, it is addressed in the funds for the Threatened and Endangered Species (O&C) subactivity.

Anadromous Fish Habitat

In 1988, strategies were developed for achieving the anadromous fish goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluating 3,480 miles of streams; improving 464 stream miles through various land management practices in order to increase production of salmon and steelhead by 172,000 fish annually; preparing 15 cooperative habitat management plans, and monitoring of high priority habitats.

Beginning in 1992, BLM received additional funds for anadromous fish habitat work on Public Land in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. Project work improving anadromous fish habitat work will continue in 1995, and units of accomplishment have been included in the workload accomplishment tables VII and XV.



Justification of Program and Performance

Subactivity: Threatened and Endangered Species (O&C)

Table XVII Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	9,000	+117	+3,800	12,917	+3,917
FTE	47	0	+75	122	+75

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Subactivity Description❖

Resource Description

The northern spotted owl was Federally listed as a threatened species effective on July 23, 1990, and as a result, BLM's management of program activities affecting the habitat of the owl have been significantly impacted. Recovery/activity plans are currently being developed in cooperation with the Fish and Wildlife Service and other participating agencies. Additional inventory, and continual monitoring, and habitat improvement projects will be required to recover owl populations to a secure level. The preferred option 9 of the Forest Plan and the ecosystem restoration initiative will go far to enhance the habitat requirements of T&E species in the Pacific Northwest region.

Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon. Coho salmon in lower Columbia River tributaries are being considered for listing as threatened or endangered by the National Marine Fisheries Service. A 1991 report by the American Fisheries Society identified the following

anadromous fish stocks that occur on BLM O&C lands as "at high risk of extinction": coquille River spring chinook, South Umpqua River spring chinook, Rogue River fall chinook, Rogue River coho salmon, and Umpqua River chum salmon. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities.

Resource Management Objectives

The major objectives of this program are to:

- increase populations of threatened and endangered (T/E) plants, fish and wildlife on western Oregon Lands, and restore species and populations to historic ranges, consistent with BLM land use plans, in cooperation with Federal and State wildlife agencies;
- manage the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as threatened or endangered by either State or Federal Governments; and



- enhance conservation programs and habitat management for special status fish species.

◆1995 Program◆

Resource Improvement and Maintenance

Recovery Plans

The draft Recovery Plan for the Northern Spotted Owl was released during May of 1992. Recommendations were presented to the former Secretary of the Interior in December of 1992. The approval for the plan was deferred because of the impending change of Administration. Currently the Recovery Plan is being reviewed as part of the overall effort to resolve the forest management issues in the Pacific Northwest. The principals of the plan will be incorporated into the preferred alternative Option 9, of the President's Forest Plan, as well as be reflected in the western Oregon RMP's currently under development.

In addition to completing the RMP's BLM will be monitoring HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with specific HMPs when necessary to accomplish its portion of the recovery efforts. BLM will continue to implement existing T/E recovery and management plans for species which rely on O&C land for habitat.

Habitat Restoration

The continuing program for 1995 will focus on implementation of the Forest Plan initiative previously mentioned in this Activity. Activities include habitat evaluation, plan development & modification, and resource monitoring of T/E and candidate species habitat. This information will help ensure that appropriate actions are under-

taken to protect T/E species without unnecessarily delaying other resource utilization programs. Additionally, ecosystem restoration work is planned. Project work includes creation of snag/tree nest cavities, placement of woody debris in critical habitat areas, and habitat restoration (see Table VII "Jobs in the Woods").

Activity Review and Coordination

A strategic plan has been developed which identifies goals and objectives for managing the habitat of special status fishes. The plan identifies the following needs over the next 10 years: inventory of 5,749 miles of stream and nearly 5,000 acres of lakes and ponds, preparation of 300 activity plans, 450 habitat improvement projects, over 150 research studies, preparation of 300 monitoring plans, acquisition of critical habitat and expanded environmental education activities to increase public awareness of the importance of these species. Additionally, projects planned under the "Jobs in the Woods" initiative will help restore anadromous fish potentials.

The BLM has taken action to comply with the Endangered Species Act in western Oregon for all timber sales. On June 22, 1990, the FWS announced its decision to list the northern spotted owl as a threatened species throughout its range in Oregon, California, and Washington. This decision became effective on July 23, 1990. On May 6, 1991, the FWS listed the proposed critical habitat for the northern spotted owl and on January 15, 1992, the FWS published its final rule. On June 17, 1991, the FWS listed the proposed rule to determine if the marbled murrelet should be listed as a threatened species. On September 28, 1992, the Marbled murrelet was listed as a threatened species.

In order to meet the requirements of the ESA regarding these listings, all proposed timber sales (and in some instances sold sales) are analyzed by the BLM in order to determine if the sales "may affect" the species or its habitat. A biological assessment is prepared for each "may affect" sale



and the sales are then submitted to FWS for formal consultation.

During 1993, the BLM worked with the FWS to finalize the biological opinions for 19 sales from 1990 sales and 28 1991 sales from which were "may affect" for the northern spotted owl, its critical habitat, and/or the marbled murrelet. The final biological opinions for the 1990 sales was completed on September 3, 1993, and the final biological opinions for the 1991 sales was completed on September 22, 1993. The 1991 sales are currently enjoined and no action is being taken on them.

The 1990 sales are not enjoined and have gone through an aquatic screening process developed through the Interagency Implementation Team. The BLM is revising 9 of these sales so that they comply with the ESA and the requirements of the aquatic screens.

The decision regarding the award of the remainder of the 1990 sales has been deferred until after the Record of Decision on the President's Forest Plan is completed.

❖1995 Subactivity Increase❖

Table XVIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	12,918	+3,800
FTE	122	+75

The 1995 Budget Request is \$12,918,000 and 122 FTE, a program increase of \$3,800,000 and 75 FTE. An increase of \$2,800,000 is for "Jobs in the Woods". As described in Table VII, ecosystem restoration projects include creation of snags/tree nest cavities; woody debris placement; Snowy Plover habitat enhancement; and development of desired habitat structure. The remaining \$1,000,000 is for work associated with Implementation of the Forest Plan. As described in Table V, work includes review and coordination of proposed project work; plan development or modification; and monitoring and inventory of critical habitat areas. Proposed habitat evaluation work and coordination with respective parties, is critical to enable the successful establishment of ecosystem restoration project work, and to insure successful recovery plans for Threatened and Endangered species.



Justification of Program and Performance

Subactivity: Recreation Resources (O&C)

Table XIX Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	3,798	+10	+500	4,308	+510
FTE	20	0	+21	41	+21

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Subactivity Description❖

Resource Description

Public demand for recreational use of western Oregon lands has increased from 2.1 million visits in 1982 to over 8.4 million in 1993.

Resource Management Objectives

BLM's Objectives for managing western Oregon Recreation Resources are to:

- implement BLM's *Recreation 2000, A Strategic Plan and Adventures in the Past*;
- ensure the continued availability of Public Land for a diversity of resources—dependent outdoor recreation and cultural opportunities while maintaining the commitment to managing the Public Land consistent with the O&C Act, FLPMA and the principles of ecosystem management;
- manage and monitor the basic natural, cultural and scenic resources found on the Public Land in a manner that assures the protection of sensitive resources and the continued availability of quality

outdoor recreation and cultural opportunities and experiences;

- implement cultural resource site protection/stabilization measures to ensure preservation and management of archaeological and historical resources, such that they will continue to be available for recreational, cultural and scientific use as appropriate.
- protect and enhance Congressionally designated areas such as Wild and Scenic Rivers, Wilderness areas, trails etc;
- place a priority on providing a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis on—the ground presence;
- expand and strengthen cooperative partnerships with Federal, State and local agencies and the private sector to enhance the outdoor recreation and cultural opportunities offered on and adjacent to the Public Land;
- ensure that recreation and cultural resource planning efforts will foster public awareness and encourage public participation. The BLM will



cooperate in other Federal, State and local recreation and cultural planning efforts;

- determine and allocate recreation or cultural use as necessary through the use of the BLM planning system;

- issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;

- assure that recreational users assume their share of the cost of maintaining recreation facilities and protecting resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the Public Land;

- develop and maintain cooperative relationships with national, State and local tourism entities and assist them in promoting local tourism;

- utilize the *Back Country Byways* program to enhance opportunities for pleasure driving associated with the scenic, cultural and natural resources of western Oregon lands; and

- coordinate proposed activities on the Public Land with appropriate American Indian tribes to provide for protection of resources important to their cultural heritage.

❖1995 Program❖

The western Oregon lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity and quality. The program encompasses activities associated with 63 miles of rivers in the National Wild and Scenic River system; 65 miles of National Recreation, Scenic and Historic Trails; 83 developed recreation sites and 390 undeveloped sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring, hunting and fishing; 26 boat access sites; 180

miles of floatable rivers, 2,125 miles of fishing streams; and 16 special and 19 extensive recreation management areas; 5 cultural resource sites listed on the National Register of Historic Places; and 131 miles of designated *Back Country Byways*.

BLM has completed *Recreation 2000*, A Strategic Plan to guide its recreation program into the year 2000. This plan highlights where BLM intends to concentrate its efforts in programs related to recreation. The primary purpose of the plan is to provide a clear statement of BLM recreation management policies and goals. The BLM Oregon State Office has prepared an Oregon *Recreation 2000* strategic plan to guide the implementation of the recreation management goals and policies within the State.

Back Country Byways is a program initiative under *Recreation 2000*. Designated *Back Country Byways* provide opportunities to enhance tourism, stimulate local economics and interpret forest management programs for visitors who are driving for pleasure on western Oregon lands. As part of BLM's *Recreation 2000*, the *Adventures in the Past* initiative promotes public visitation to interpreted cultural resources sites and provides opportunities for public participation in various facets of the cultural resources program (guided tours, assisting in field work, cataloguing artifacts, and monitoring sites).

As a result of their proximity to Oregon's Willamette Valley and coastal population centers, and to major interstate transportation corridors, BLM's western Oregon lands provide a unique diversity of recreation opportunities to a large number of visitors, and introduce unique pressures on the preservation of cultural and other natural values.

In response to increased recreational demand, shifting public values, and declining economies associated with timber supply, increased attention and investments are being made in the region by Federal, State, and Local governments. These investments are an attempt to translate the



recreational values into employment opportunities and a more diverse and stable economy.

Within the ongoing program, BLM provides a wide range of recreation opportunities consistent with intensive forest management objectives including the management of Congressionally-designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon lands gives a basis to provide greater understanding and acceptance of intensive forest management programs. The focus is on providing recreation opportunities, visitor services/information and protection of high priority special recreation management areas such as designated Wild and Scenic Rivers, the Coos Bay Shorelands, New River, unique cultural sites, and major recreation sites such as Loon Lake, Hyatt Lake, Fisherman's Bend, Shotgun Creek, and Wildwood among others.

A major program shift from river planning to river plan implementation occurred in 1993 when all Omnibus Oregon Wild and Scenic Rivers Act management plans were completed. The implementation of the four Omnibus Wild and Scenic Rivers Act management plans involve a wide range of activities, including water quality/quantity monitoring, resource protection, permit administration and the provision of increased visitor services.

An important component of the program involves providing visitor management services, including on-the ground management presence. The base program also assists in funding BLM Rangers for western Oregon districts. These rangers add visibility for the BLM, as well as augment local law enforcement authorities who cannot provide a full time law enforcement presence or resource trained personnel. The presence of BLM Rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to help assure visitor safety.

Many recreation opportunities are made available to the public through the issuance of special recreation permits. This is an essential function because of the accompanying monitoring and compliance activities which provide the BLM with the capability to control use and aid in the protection of resources. The public is also well served through the permitting of commercial operators because many people lack the proper equipment and/or "knowledge" to utilize the available recreation opportunities and would not have the opportunity to experience them. Commercial recreation use and competitive events have an important economic implication to the local communities as they generate economic returns in proximity to the activities. This is particularly true with whitewater boating on the Rogue, Klamath, and North Umpqua rivers.

Issuance of permits also provides a direct monetary return to the Federal government. In last three years collections from an average of about 170 commercial permits in western Oregon averaged over \$125,000. In addition to the commercial permits, an average of about \$157,000 has been collected in recreation site fees during the same period.

Resource protection is also an important component of the program. This portion of the program is directed toward preventing degradation or damage to recreational and cultural resources from recreation oriented activities and natural erosion. This component includes project work needed to reduce erosion by directing use away from fragile soils, protecting/and stabilizing cultural sites, installing devices to prevent over-use of sensitive vegetative or wildlife areas, and landscape treatments. In addition, resource protection includes mitigation of adverse impacts to recreation and cultural resources from other land use activities by adding stipulations to leases and permits.

This program also includes preservation and management of archeological and historical resources. It provides appropriate sites for natu-



ral history research, which provide data that aids in resource program planning, including forest management.

Coordination with Native American tribal organizations is another important part of the cultural resource management program. Several of the western Oregon tribal organizations have recently regained formal recognized status and are in the process of acquiring a land base, which may include some Public Lands. This tribal resurgence includes interest in natural resources relevant to cultural heritage concerns for both preservation and interpretation purposes. This cultural use of resources is a growing component of the program and is increasing the need for cooperation in the development and management of the Public Land in western Oregon.

◆1995 Subactivity Increase◆

Table XX 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	4,308	+500
FTE	41	+21

The 1995 Budget Request is \$4,308,000 and 41 FTE, a program increase of \$1,500,000. The program increase of \$500,000 will support the President's *Investment in Natural Resources* initiative. The work is part of BLM's "Jobs in the Woods" and Forest Plan implementation initiatives. Increases in FTE reflect increased emphasis in the base, on the ground, program and are largely the result of reprogramming shifts that occurred in 1994.

The program increase is associated with meeting the increased public demand for recreational opportunities, and for providing a higher level management. The increase will be used for the development of 5 Back County Byway interpretive projects (see Table VII "Jobs in the Woods"). Work described will enhance recreational opportunities in western Oregon, thereby enhancing and diversifying local economic opportunities.

Table XXI Workload Accomplishments, O&C Recreation 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Resource Evaluation and Compliance	18	37	37	0
Partnerships/cooperative mgt	39	31	31	0
Recreation Site Management	95	108	108	0
Resource Protection	72	66	66	0



Justification of Program and Performance

Subactivity: Resource Plans and Analysis (O&C)

Table XXII Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	1,302	+6	0	1,308	+6
FTE	52	0	-12	40	-12

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Subactivity Description❖

Resource Description

Land use planning is required by FLPMA for all Public Land areas. The plans for western Oregon are also an integral part of the decadal planning process for western Oregon lands.

The current schedule calls for the completion of the Final RMP/EIS for the 6 western Oregon BLM districts in 1995 and initial implementation by late 1995. These plans incorporate the elements of the President's Forest Plan for the Pacific Northwest.

Resource Management Objectives

The objectives of the western Oregon resource management planning program are to:

- develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local

land use and resource management plans, programs, and policies;

- adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the plan revision cycles;
- maintain existing land use plans and supporting inventories by incorporating available information from on going activities and projects such as habitat enhancement and timber sales, ongoing environmental analyses, and public input; and
- provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

❖1995 Program❖

The BLM's planning process involves nine discrete steps which include the following:

- ① Identify issues and concerns.
- ② Develop planning criteria.
- ③ Collect inventory data and information.
- ④ Analyze the management situation.
- ⑤ Formulate alternatives.



- ① Estimate the effects of the alternatives.
- ② Select preferred alternative (and publish draft RMP/EIS).
- ③ Respond to public comment, protests (and publish proposed RMP and final EIS and the record of decision).
- ④ Plan implementation, monitoring and evaluation.

BLM planning regulations and policies require a full interdisciplinary team for the entire sequence of steps in the planning process.

Resource Management Plans

In 1995, BLM expects to begin to implement new resource management plans (RMPs) in western Oregon. The development of these plans began in 1986. These proposed new RMPs address the numerous major resource management issues such as old growth management, protection of spotted owls, biological diversity, threatened and endangered species management, allowable sale quantity levels, anadromous fisheries, water quality, wild and scenic rivers and others.

The complex issues associated with RMP development require the application of current technolo-

gy not only to meet the planning schedule, but also to evaluate an enormous quantity of technical resources data, and to assist managers in the resource allocation process for the various alternative management scenarios involved. The listing of the northern spotted owl as a threatened and endangered species by the FWS generated the need to incorporate new data on the owl, its habitat, and the "old growth" ecosystem into the Western Oregon Digital Data Base (WODDB) and to develop and analyze new planning alternatives in the draft RMPs.

The current schedule calls for completion of the 6 Final RMPs/EIS's in 1995 and the beginning of implementation in late 1995. During 1995, the major workload will shift from plan preparation to developing and publishing the Approved RMPs following resolution of any protests and appeals.

With the expected implementation of the new RMPs in 1995, the program emphasis will then shift from plan preparation and approval to maintaining the viability of the plans for the 1990's through plan monitoring, incorporation of new data and any amendments to the RMPs. The funding level and FTE will be adequate to ensure ongoing plan monitoring and maintenance work.



Activity Summary

Activity: Sustaining Economic, Social and Physical Uses (O&C)

Table XXIII Activity Summary (\$ 000s).

Subactivity	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
Realty and Owner- ship Management	315	317	+1	0	318	+1
Facilities Maintenance	7,456	9,867	+45	+5,500	15,412	+5,545
Total	7,771	10,184	46	5,500	15,730	5,546

❖Activity Narrative❖

Sustaining Economic, Social and Physical Uses provide for management and use of natural, physical and human resources toward the improvement of the quality of human life while providing for the requirements of natural systems. The basic premise is that economic development to meet human needs will be accomplished in such a way to sustain the long-term health and integrity of the resources.

The primary objectives of this activity on western Oregon land are the same as for Public Land: to provide response to public demand for the use and management of natural, physical and human resources in the context of sustainable development and interdisciplinary management on a landscape basis. For western Oregon, these activities include realty and ownership management, and facilities maintenance subactivities provided for by the O&C Appropriation. Work activities related to other programs under this activity described in the MLR appropriation are also conducted on BLM managed lands in Western Oregon and funded by the MLR account.

For Western Oregon lands, Federal land ownership issues and easement acquisition, and the maintenance of facilities and structural investments, are addressed through this activity.

The BLM emphasizes the conservation, management, and protection of these resources to achieve the optimum combination of diverse uses, services and protection that considers the long term needs of future generations for an ecologically sound environment and a strong economy.

The following goals have been established for actions in 1995:

- Western Oregon Lands must be considered in relation to their function as an integral part of the whole regional system and its physical, biological and socio-economic qualities.
- The focus must be shifted to identifying and meeting the needs of our changing customers for resources, commodities, uses and services available on western Oregon Lands.



- Planning for and investing in management to assure long-term sustainable landscapes to meet the environmental, infrastructure and economic needs of generations of the future.

- Developing capabilities, including the use of advanced automation technology to support management that can be adaptive and responsive to changing conditions and new information.

The *Sustaining Economic, Social and Physical Uses* activity for western Oregon includes the following subactivities:

Realty and Ownership Management

Under this subactivity, the BLM continues to seek access to public lands by acquiring easements on non-Federal lands that are essential to BLM's resource management programs, particularly forestry and recreation.

Facilities Maintenance

The BLM continues to perform maintenance activities to meet health and safety standards, protect the public's investment in existing facilities, and reduce future, large-scale rehabilitation costs. The BLM's goal is to maintain and improve buildings, bridges, roads, trails, and recreation sites. Emphasis is on safety, damage prevention, and providing facilities with access for all Americans.



Justification of Program and Performance**Subactivity: Realty and Ownership Management (O&C)****Table XXIV** Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	317	+1	0	318	+1
FTE	5	0	0	5	0

¹ Please see the cross-walk table for a derivation of these budget levels**♦1995 Subactivity Description♦**

This program is largely concerned with acquisition of easements to support forest ecosystem work.

Resource Description

Legal access for forest resources management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement.

It is estimated that 200,000 acres of land administered by the BLM in western Oregon are unavailable for timber harvest, recreation use, or other purposes due to the lack of legal access. The need to restrict access to certain sensitive habitat areas and the increased demand for recreation use has resulted in increased access needs.

Much of the property over which BLM is acquiring easements has been subdivided, and due to the increase in number of landowners to cross, the number of easements to be acquired over the same land area has also increased.

Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of 2 years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

Resource Management Objectives

The primary benefits of access acquisition include:

- providing continuous legal access so that ecosystem management practices can be applied;
- guaranteeing access to all qualified bidders results in increased bid prices for any potential timber sales; and
- providing continuous legal access to the public for full use and enjoyment of the BLM managed lands in western Oregon (*Recreation 2000*).



❖1995 Program❖

The 1995 program includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. The workload associated with the units of accomplishment is increasing on an annual basis as a result of the number of landowners that must be crossed due to the increased amount of subdividing and the need to access small isolated parcels of timberland. A smaller acreage of Public Land is being provided access with the same number of easements.

The efforts to protect the northern spotted owl and its habitat, have considerable spinoff impacts to the access acquisition program. The inability to harvest volume in old growth has resulted in an increased need for access to timber from scattered parcels of lower productive lands. These lands are generally at lower elevations and are surrounded by more private owners, thereby requiring more easements. However, the uncertainties affecting western Oregon management program make identification and planning of additional needs extremely difficult.

Table XXV Workload Accomplishments 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
Easements acquired (#)	15	32	32	0



Justification of Program and Performance**Subactivity: Facilities Maintenance (O&C)**

Table XXVI Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	9,867	+45	+5,500	15,412	+5,545
FTE	116	0	0	116	0

¹ Please see the cross-walk table for a derivation of these budget levels.**❖1995 Subactivity Description❖****Resource Description**

BLM manages recreation facilities, roads and trails, and buildings in western Oregon as a part of its mission. These facilities include:

- 77 developed recreation sites;
- 18,500 miles of road, 150 miles of trail, and other transportation facilities; and
- 343 buildings in addition to other sites detailed below.

Resource Management Objectives

The objectives of this program are to:

- Upgrade and appropriately maintain facilities on O&C lands for public use and enjoyment and resource protection as part of the President's Investment in America's Infrastructure, Jobs-in-the-Woods, and Forest Plan initiatives;

- Provide maintenance of BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems (roads, trails, and major bridges) on O&C lands in order to:

- protect resource values;
- provide for the safety and health of O&C land users and BLM employees;
- provide improved access to O&C land including access for the disabled;
- maintain the public investment in the facilities owned by BLM; and
- maintain the usefulness of facilities for the purposes for which they were constructed.

- Establish appropriate maintenance levels for inventoried facilities and develop maintenance plans and schedules for the long term maintenance of the facilities;

- Provide any additional retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures if identified in technical surveys; and

- Provide project survey, design and other professional engineering/architectural services for the development and operation of BLM physical



facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

❖1995 Program❖

The western Oregon facilities maintenance subactivity provides maintenance to BLM buildings, administrative sites, recreation facilities, trails, and transportation systems as well as basic engineering support services for maintenance and construction actions. The 1995 program continues BLM's initiative to improve the condition of its facilities and reduce the backlog of maintenance needs. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects.

Facility Inventory Maintenance Management System (FIMMS) Development

In 1988, BLM initiated the development of its automated FIMMS, a national system designed to incorporate facility inventory, current status, maintenance costs, and desired condition data for use in determining and setting priorities for maintenance needs for all BLM-owned facilities. By the end of 1990, BLM had completed development of system data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The initial field condition surveys are still progressing on western Oregon Lands with a projected completion in 1995.

The FIMMS is designed to be used by BLM managers to administer the overall facilities maintenance program effectively. Beginning in 1994 BLM managers began to use data from the FIMMS to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs.

Recreation Facilities

The program provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 77 developed recreation complexes and 24 undeveloped sites in western Oregon.

BLM's maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in Public Land stewardship.

Through use of the *Recreation 2000* strategy and BLM State Office implementation plans, maintenance funds are concentrated on the most intensively used recreation facilities where both visitor use and public investment are the highest. Funding for maintenance of recreational facilities is augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible.

Recreation maintenance includes the following types of functions:

- maintaining sanitation facilities, including modifications to improve access for the disabled;
- operating and maintaining potable water supply, purification, and distribution systems;
- repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and providing routine maintenance such as repainting, staining, and replacing broken boards or decking;
- removing hazards, such as dead trees, excess fire fuel and brush; fencing old mine shafts;



unstable buildings, and providing warnings about dangerous topography;

- grading, graveling and/or surfacing roads, parking areas, pull-outs, and ramps; replacing culverts and cleaning cattle guards;
- collecting trash, pumping vault toilets, and doing grounds work such as pruning trees and shrubs, fence maintenance, and repairing erosion damage; and
- repair and replacement of directional, informational, and regulatory signs as needed on those facilities scheduled for maintenance.

Transportation

The western Oregon transportation system currently being maintained by the BLM consists of 18,500 miles of road (which include 131 miles of *Back Country Byways*), 150 miles of trails, and 2 airstrips, along with related appurtenances such as 382 bridges, retaining walls, and subsurface drainage systems. Of the total mileage, timber haul roads are maintained using road maintenance fees which are collected from commercial users. These are called "fee roads." The remaining roads, trails, and airstrips are maintained from the appropriated funds in this subactivity. This is commonly referred to as the "non-fee" system.

BLM continues to work to reduce the backlog of road rehabilitation work and to increase the maintenance program capability in order to improve the condition of these facilities.

The non-fee road system maintenance requirements have increased almost two-fold in the past 13 years. To compound the problem, road maintenance fee collections from commercial users have declined significantly in recent years and are expected to continue on this downward trend in the coming years. The decreasing fee revenue is due to a reduced supply of private timber hauled on BLM roads, and an anticipated reduced har-

vest of timber due to the requirement to protect the spotted owl and its habitat. This will result in a continuing increase in the non-fee road mileage which needs to be maintained from the current annual appropriated funds.

The western Oregon road system is in need of considerable maintenance in order to accommodate increasing public use, particularly for recreational purposes, and to provide management access for fire protection and intensive forest management. A 1992 Report to Congress revealed corrective maintenance needs of 1,600 miles of grading, 1,575 miles of ditching and drainage clearance, 427,200 cubic yards of slide removal/debris cleaning, 2,560 miles of brush control, 270,000 cubic yards of aggregate rock protection, 334 miles of sealing bituminous roads, 28,200 tons of patching for bituminous roads, 85 bridge safety problems, 94 bridge guardrails, 11 bridge replacements, 40 major culvert replacements, and 340 large culvert replacements for a total estimated renovation cost of \$25,500,000. Annual base funding of \$11,500,000 would maintain the western Oregon transportation system once the system had been renovated.

BLM's Western Oregon road maintenance schedule calls for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road, and for maintenance of those parts of the secondary system that receive higher than normal use or have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all of the bridges and structures that are an integral part of the road system.

Maintenance of the road system is performed primarily by BLM crews. BLM employs heavy equipment operators skilled in road maintenance work and transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities. Contracts are issued for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment



rental. Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

Maintenance intensity varies depending on the purpose of the road, but generally includes:

- erosion and proper drainage repair;
- grading to maintain/reestablish original road cross sections;
- maintenance/replacement of gravel surfacing;
- stabilizing shoulders to protect surfacing;
- sealing, repaving, and patching of original paved surfaces;
- repair and replacement of directional, informational, and regulatory signs;
- minor re-aligning to improve both safety and drainage;
- repairing culverts; and
- inspecting, maintaining, and repairing bridges

The primary focus of the 1995 road maintenance accomplishments will be on those high priority roads and trails that are essential to public safety and to insure access necessary to carry out essential intensive forest management work on the BLM administered lands in western Oregon.

Commercial users of the western Oregon BLM administered roads are assessed a road maintenance fee. Funds collected from road maintenance fees each year become a part of the total funds available to the BLM for road maintenance through a permanent appropriation.

Buildings

The types of facilities maintained by BLM in western Oregon vary widely from complex district office buildings to tree seed extractors to greenhouses for seedling production. Facility units include 120 sites, 343 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems.

These buildings include a range from complex administrative sites and larger visitor centers to small radio repeater buildings to well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

Building maintenance includes the following functions:

- repair work, such as repairing water, sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;
- energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- routine maintenance work, such as repainting and replacing broken windows;
- grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement on parking and storage areas; and
- modification to improve accessibility for the disabled.

Much of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems to ensure that structures are maintained in a safe and usable condition.



Engineering Services

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering services include condition surveys/inventories of BLM facilities as a part of the operation of the FIMMS.

Table XXVII Facilities Maintained¹

Type of Facility	Number	Size
Office Buildings	12	166,216 ft ²
Quarters	12	12,000 ft ²
Industrial Buildings	81	57,777 ft ²
Research & Development	1	10,380 ft ²
Recreation Buildings	109	48,828 ft ²
Service Buildings	12	3,621 ft ²
Storage Buildings	81	131,461 ft ²
Other Buildings	37	208,747 ft ²
Water system	23	n/a
Site/wareyards/grounds	37	1,767 acres
Sewer systems	11	n/a
Electrical systems	6	n/a

¹ The increase in buildings shown over 1994 is due to updated, automated inventory.

The 1995 Budget Request is \$15,412,000 and 116 FTE, a program increase of \$5,500,000 which will be directed totally towards the "Jobs-in-the-Woods" initiative which is part of the President's Forest Plan initiative.

Of the increase, \$4,750,000 is needed for maintenance projects which will be targeted toward environmental improvement and will include such work as an additional 72 miles of road resurfacing, replacement of an additional 37 culverts, and an additional 2,000 miles of brushing, landslide removal, and road cut and fill slope mulching. The purpose of this work is to reduce erosion and run-off from the roadways thus reducing the amount of sedimentation in the local stream systems. Improved water quality and fisheries habitat are the goal of these effort. This work will be accomplished by contract, providing both jobs for the local economy and ecosystem restoration benefits.

The program increase of \$750,000 is requested for recreation facilities maintenance. The work will include upgrading sanitary facilities, sewer hookups, and water systems at 3 recreation sites in order to protect the ground water quality in the areas. Also included in this effort will be the repair of 2 existing facilities. This work will be accomplished through community contracts.

◆1995 Subactivity Increase◆

Table XXVIII 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	15,412	+5,500
FTE	116	0



Table XXIX Workload Accomplishments, Facilities Maintenance (O&C) 1993, 1994, 1995.

Workload Measure	1993 Actual	1994 Enacted To Date	1995 Budget Request	Change From 1994 (+/-)
# of Buildings Maintained	299	299	300	+1
# of Recreation Sites Maintained	101	101	105	+4
Miles of Road Maintained ¹	3,765	4,000	4,000	0
# of Bridges Maintained	86	90	90	0

¹ The funding increase in this area is being used for corrective maintenance on existing roads. These same roads are routinely maintained and accounted for as units of accomplishment under scheduled maintenance. This is why the miles of road accomplishment for 1995 does not show an increase.



Activity Justification of Program and Performance**Activity: Construction (O&C)****Table XXX** Activity Summary (\$ 000s).

Construction (O&C)	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
\$	584	581	-8	+3,200	3,773	+3,192
FTE	5	5	0	0	5	0

For the purpose of presentation only, there will not be a separate subactivity writeup.

❖1995 Activity Description❖**Resource Description**

The western Oregon construction program is designed to support recreational activities, improve public health and safety conditions at existing facilities, protect past capital investments, and reduce the replacement construction backlog infrastructure needs.

Resource Management Objectives

The objectives of the western Oregon construction program are:

- to continue to support the BLM's *Recreation 2000* initiative by developing recreation facilities on western Oregon lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand;
- to construct new buildings or replace deteriorated ones necessary to support resource management programs; and
- to provide a safe and efficient transportation system for access to the western Oregon lands for management, protection, and utilization of

the timber, range, wildlife, mineral, and recreation resources.

❖1995 Program ❖

The western Oregon Construction program provides for:

- developing and maintaining transportation plans; and
- designing access roads to areas for general resource management purposes. The design work includes projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The program also includes \$573,000 to support transportation planning, signing, and survey and design work for access roads and other facilities which support infrastructure maintenance and the BLM's *Recreation 2000* initiatives, and the completion of construction and improvements at two projects initiated in prior years.



❖1995 Activity Increase❖

Table XXXI 1995 Program Change (\$ 000s).

	1995 Budget Request	Program Changes (+/-)
\$	3,773	+3,200
FTE	5	0

The 1995 Budget Request is \$3,773,000 and 5 FTE, an increase of \$3,200,000 to support the "Jobs in the Woods" initiative, which is part of the President's Forest Planning Strategy.

Individual construction projects have been specifically identified and are geared towards preservation, protection, and enhancement of the social and economic aspects of the local ecosystems. These projects will provide educational and interpretive opportunities which will help the

general public understand the ecosystem better as well as providing enhanced recreational opportunities. The projects will create jobs opportunities throughout the western Oregon O&C counties with special efforts in the depressed timber dependent communities, and at the same time help with the long term diversification of local economies. The increase of \$3,200,000 will be used to construct the projects in the following tables.

These projects have been coordinated with the U.S. Forest Service, other governmental agencies, the private sector, and local user groups.



❖1995 BLM Construction Program Summary❖

County	Project Name	(\$ 000)
--	Engineering, Survey & Design, and Contract Administration	573
Lane	Row River Trail	1,200
Coos	New River ACEC/SRMA	500
Douglas	North Umpqua River SRMA	500
Douglas	Umpqua River SRMA	400
Jackson	Hyatt Lake Campground	320
Klamath	Hamaker Mountain Snow Park	80
Clackamas	Salmon River SRMA, Wildwood Wetlands/Fisheries Interpretative Trail	200
Total		3,773



❖1995 BLM Construction Project Description❖

State: Oregon	Project Name: Row River Trail	Project Status: New																
County: Lane	District/Resource Area Office: Eugene District/South Valley Resource Area	General Location: Near Cottage Grove, Oregon																
Land Use/Activity Plan Name and Citation: Eugene District RMP and President's Forest Planning Strategy																		
<i>Project Description:</i> The objective of this project is to provide 14 miles of hiking, equestrian and bicycle trail on an abandoned railroad right-of-way between the economically depressed cities of Cottage Grove and Culp Creek. To make the trail safe for recreational use, bridge rehabilitation and trail surface improvements are needed. The project consists of four parts which would be contracted to local sources: 1. resurfacing two steel bridges; installing decking and guardrails on four bridges; 2. installing motor-vehicle access controls at 24 road crossings; 3. renovation and improvement of the existing trail surface; 4. control of encroaching brush over the entire trail length.																		
<i>Why is project important and how does it help BLM accomplish our mission:</i> This project will provide both short and long term employment opportunities in two communities that have been severely impacted by the shortage in timber supply. This project creates direct employment opportunities during construction and long term employment opportunities for trail operation and maintenance. Additionally, several small business opportunities will be created to provide horse and bicycle rentals, equipment sales and repairs, food services lodging, and shuttle services for trail visitors. The project is the result of the cooperative planning of several federal, state and local agencies, interest groups and private citizens. It is a critical link in a larger network of recreational opportunities in a region which is trying to diversify its economic base. This development has been identified by Cottage Grove City Planning Department in their requests for rural community assistance.																		
<i>List each phase down to lowest practical options and include costs breakdown:</i> Bridge Repair <table> <tbody> <tr> <td>Row River</td> <td>\$ 291,000</td> </tr> <tr> <td>Mosby Creek</td> <td>\$ 231,000</td> </tr> <tr> <td>Rat Creek</td> <td>\$ 118,000</td> </tr> <tr> <td>Teeter Creek</td> <td>\$ 88,000</td> </tr> <tr> <td>Trail access control barriers</td> <td>\$ 144,000</td> </tr> <tr> <td>Trail surface renovation & Improvement</td> <td>\$ 272,000</td> </tr> <tr> <td>Control of encroaching brush</td> <td>\$ 56,000</td> </tr> <tr> <td>Total Project Cost</td> <td>\$1,928,000</td> </tr> </tbody> </table>			Row River	\$ 291,000	Mosby Creek	\$ 231,000	Rat Creek	\$ 118,000	Teeter Creek	\$ 88,000	Trail access control barriers	\$ 144,000	Trail surface renovation & Improvement	\$ 272,000	Control of encroaching brush	\$ 56,000	Total Project Cost	\$1,928,000
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Project phasing and costs were developed on what level of planning : Engineering project plan																		
Outyear Operations costs (by program): \$40,000		Requested funding: \$1,200,000																
Outyear Maintenance costs: \$100,000		Total estimated cost of project: \$1,200,000																
Is project part of Maintenance backlog: No																		



❖1995 BLM Construction Project Description❖

State: Oregon	Project Name: New River ACEC/SRMA	Project Status: On-going																						
County: Coos	District/Resource Area Office: Coos Bay District/Myrtlewood Resource Area	General Location: 8 miles south of Bandon, Oregon																						
Land Use/Activity Plan Name and Citation: New River Management Plan/President's Forest Planning Strategy																								
Project Description: The Coos Bay District administers 884 acres of land bordering the New River. The area is unique for its many habitat types and the special status species of plants and animals which rely on the area for survival. The area requires active recreation management to prevent resource degradation due to overuse. To enhance management of visitor needs while maintaining quality habitat for unique species of plants and animals, Myrtlewood Resource Area has identified needed improvements, including installation of gates; reconstruction of the road to the administration building, boat ramp and parking lot; construction of the administration building, construction of restrooms and sewer and water system. This project also provides for enhancing and improving trails, several of which are identified as wheelchair accessible, the addition of trail signs and benches, construction of day use facilities including several wheelchair accessible picnic areas, a storage building, a wildlife viewing platform at Muddy lake, and fence reconstruction.																								
Why is project important and how does it help BLM accomplish our mission: New River is an area of diverse habitat which supports unique wildlife and plant species. The distinctive features which make the area special for wildlife also attract human visitors. The local public is already demanding increased recreational and educational opportunities in the area and this trend is expected to continue. Approximately 1,533,000 vehicles pass the area each year (approximately 4,600,000 people) including many tourists between Memorial Day and Labor Day. It is expected that demand for wildlife viewing, environmental education and day-use will increase.																								
This project will protect natural resources, provide wildlife viewing, and educational opportunities. It will also provide a strong basic infra-structure for low impact recreation, and enable visitor experiences to be positive and safe. Construction will provide employment opportunities for local businesses and individuals within the Bandon, Langlois, and Port Orford areas; areas hard hit by reduced timber harvest in the region. This project provides the additional benefit of greater awareness of the area's special features and greater protection of its resources.																								
List each phase down to lowest practical options and include costs breakdown: <table border="0"> <tr> <td>Install gates at kiosk, old bog, 14 acre parcel near Muddy Lake</td> <td>\$ 8,000</td> </tr> <tr> <td>Reconstruct road to administration building, boat ramp, parking lots</td> <td>\$ 77,000</td> </tr> <tr> <td>Construction of administration building/host site</td> <td>\$120,000</td> </tr> <tr> <td>Construction of Restrooms, sewer and water system</td> <td>\$ 87,000</td> </tr> <tr> <td>Enhance and improve trails, add trail signs and benches</td> <td>\$ 15,000</td> </tr> <tr> <td>Day use facilities</td> <td>\$ 59,000</td> </tr> <tr> <td>Storage building</td> <td>\$ 25,000</td> </tr> <tr> <td>Wildlife viewing platform at Muddy Lake</td> <td>\$ 25,000</td> </tr> <tr> <td>Fence reconstruction</td> <td>\$ 6,000</td> </tr> <tr> <td>Engineering activities</td> <td>\$ 78,000</td> </tr> <tr> <td>Total Project Cost</td> <td>\$500,000</td> </tr> </table>			Install gates at kiosk, old bog, 14 acre parcel near Muddy Lake	\$ 8,000	Reconstruct road to administration building, boat ramp, parking lots	\$ 77,000	Construction of administration building/host site	\$120,000	Construction of Restrooms, sewer and water system	\$ 87,000	Enhance and improve trails, add trail signs and benches	\$ 15,000	Day use facilities	\$ 59,000	Storage building	\$ 25,000	Wildlife viewing platform at Muddy Lake	\$ 25,000	Fence reconstruction	\$ 6,000	Engineering activities	\$ 78,000	Total Project Cost	\$500,000
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Project phasing and costs were developed on what level of planning: Engineering project plan																								
Outyear Operations costs (by program): \$35,000		Requested funding: \$500,000																						
Outyear Maintenance costs: \$25,000		Total estimated cost of project: \$500,000																						
Is project part of Maintenance backlog: No																								



◆1995 BLM Construction Project Description◆

State: Oregon	Project Name: North Umpqua River SRMA	Project Status: Replacement																																										
County: Douglas	District/Resource Area Office: Roseburg District/Mt. Scott Resource Area	General Location: Lower North Umpqua River Watershed																																										
Land Use/Activity Plan Name and Citation: Rec W&SR and North Umpqua SMRA																																												
Project Description: Susan Creek Falls Trail Reconstruction: Susan Creek Falls is located in the North Umpqua Wild and Scenic River Corridor across from the Susan Creek Day-use area. The day-use area was renovated 2 years ago when the trails were paved and a new restroom with handicap access was constructed. This project will expand on the accessibility of the disabled to include the trail to the falls. This trail is currently very steep in places and is not accessible to disabled persons with mobility impairments. The project will build a small trailhead parking lot and a new trail along Susan Creek with grades not to exceed 5%, which would access a viewing area at the Falls. This trail would be approximately 3000 feet long and would be constructed so that it would be wheelchair accessible. Mill Pond and Rock Creek Replacement: This project would replace existing restrooms at the Mill Pond, Scaredman and Rock Creek Campgrounds and the Mill Pond Day-use Area and make them wheelchair accessible. These campgrounds currently have trails and sites which are wheelchair accessible and the replacements of the existing facilities will make these sites fully accessible. Why is project important and how does it help BLM accomplish our mission: This popular recreation area has continued to draw increased visitors to the river corridor in search of quality recreation experiences. Upon completion of this project, three more recreation sites will become fully accessible. These improvements will not only greatly improve the general appearance of these recreation sites but will enhance the recreation opportunities for our users. Community support for these projects is high because of the anticipated economic diversification through increased recreational use in the area. The project supports an increased level of economic opportunities. List each phase down to lowest practical options and include costs breakdown: <table border="0"> <tr> <td colspan="3">Susan Creek Falls Trail Reconstruction:</td> </tr> <tr> <td>Trail and parking lot construction</td> <td>\$ 84,000</td> <td></td> </tr> <tr> <td>Cultural Evaluation of the site</td> <td>\$ 18,000</td> <td></td> </tr> <tr> <td>Subtotal</td> <td></td> <td>\$102,000</td> </tr> <tr> <td colspan="3">Mill Pond and Rock Creek Campground Restroom Replacement:</td> </tr> <tr> <td>Two Romtek Restrooms</td> <td>\$ 60,000</td> <td></td> </tr> <tr> <td>Site prep and installation</td> <td>\$ 24,000</td> <td></td> </tr> <tr> <td>Scaredman Restroom</td> <td>\$ 38,000</td> <td></td> </tr> <tr> <td>Subtotal</td> <td></td> <td>\$122,000</td> </tr> <tr> <td colspan="3">Mill Pond Day-use Area Restroom replacement:</td> </tr> <tr> <td>Construction of restroom</td> <td>\$240,000</td> <td></td> </tr> <tr> <td>Drain Field</td> <td>\$ 36,000</td> <td></td> </tr> <tr> <td>Subtotal</td> <td></td> <td>\$276,000</td> </tr> <tr> <td>Total Project Cost</td> <td></td> <td>\$500,000</td> </tr> </table>			Susan Creek Falls Trail Reconstruction:			Trail and parking lot construction	\$ 84,000		Cultural Evaluation of the site	\$ 18,000		Subtotal		\$102,000	Mill Pond and Rock Creek Campground Restroom Replacement:			Two Romtek Restrooms	\$ 60,000		Site prep and installation	\$ 24,000		Scaredman Restroom	\$ 38,000		Subtotal		\$122,000	Mill Pond Day-use Area Restroom replacement:			Construction of restroom	\$240,000		Drain Field	\$ 36,000		Subtotal		\$276,000	Total Project Cost		\$500,000
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Project phasing and costs were developed on what level of planning: Engineering Project Plan																																												
Outyear Operations costs (by program): None		Requested funding: \$500,000																																										
Outyear Maintenance costs: \$5,000		Total estimated cost of project: \$500,000																																										
Is project part of Maintenance backlog: Yes																																												



❖1995 BLM Construction Project Description❖

State: Oregon	Project Name: Umpqua River SRMA	Project Status: Replacement																		
County: Douglas	District/Resource Area Office: Roseburg/-Tyee	General Location: Tyee Resource Area																		
Land Use/Activity Plan Name and Citation: Umpqua River Special Recreation Management Area																				
Project Description: This proposal includes a number of projects along the Umpqua River near the existing Tyee Campground to improve the recreational experience for visitors. These include: repair and replacement of the existing infrastructure at the Tyee Campground and the expansion of the camping area to develop a group site. The Tyee Campground site is in critical need of upgrading as it has deteriorated and is often overcrowded. In 1993, it has been necessary to ration water at the site due to the increase of visitors. Restoration would upgrade the existing campground infrastructure, including replacement of the existing vault restroom, would replace the existing well, and would provide improvement of camp sites and access trails to the river. Refurbishing this site would also improve disabled access. The second part of this project will provide for expansion of the existing Tyee Campground to include the old Campfire Girls site, providing a group camping site. This would provide a unique recreation opportunity not offered on the district or in the area. Development would be for a 15-20 site area and would require construction of a parking lot, vault restrooms, a well, a road, a shelter/group area, and a footbridge. This project would be designed by an Architectural and Engineering firm.																				
Why is project important and how does it help BLM accomplish our mission: By providing improved and additional recreation opportunities along the Umpqua corridor, tourism would increase, providing opportunities for enhancing and diversifying the local economy. The project supports the "Jobs in the Woods" initiative.																				
List each phase down to lowest practical options and include costs breakdown: Tyee Campground Restoration: <table> <tr> <td>Restroom replacement</td> <td>\$ 35,000</td> </tr> <tr> <td>Well and water system</td> <td>\$ 25,000</td> </tr> <tr> <td>Access Trails</td> <td>\$ 10,000</td> </tr> <tr> <td>Replacement of site appurtenances</td> <td>\$ 5,000</td> </tr> <tr> <td>Subtotal Cost</td> <td>\$ 75,000</td> </tr> </table> Tyee Campground Expansion: <table> <tr> <td>Survey and design</td> <td>\$ 60,000</td> </tr> <tr> <td>Construction</td> <td>\$265,000</td> </tr> <tr> <td>Subtotal</td> <td>\$325,000</td> </tr> <tr> <td>Total Cost</td> <td>\$400,000</td> </tr> </table>			Restroom replacement	\$ 35,000	Well and water system	\$ 25,000	Access Trails	\$ 10,000	Replacement of site appurtenances	\$ 5,000	Subtotal Cost	\$ 75,000	Survey and design	\$ 60,000	Construction	\$265,000	Subtotal	\$325,000	Total Cost	\$400,000
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Total Cost	\$400,000																			
Project phasing and costs were developed on what level of planning: Engineering project planning																				
Outyear Operations costs (by program): None		Requested funding: \$400,000																		
Outyear Maintenance costs: \$12,000		Total estimated cost of project: \$400,000																		
Is project part of Maintenance backlog: Yes																				



❖1995 BLM Construction Project Description❖

State: Oregon	Project Name: Hyatt Lake Campground	Project Status: Renovation																		
County: Jackson	District/Resource Area Office: Medford/Ashland	General Location: Hyatt Lake Campground																		
Land Use/Activity Plan Name and Citation: Recreation Activity Plan																				
<i>Project Description:</i> This project will improve a portion of the existing 20 year old campground which presently receives approximately 12,500 visitors per year. The present underutilized walk-in-tenting area will be upgraded to drive-up camping to alleviate overcrowding in the main campground. An existing bathroom facility will be upgraded to include showers. Shower and tent facilities will be disabled accessible. The project will meet existing demand that is outstripping site capabilities. This situation has resulted in illegal camping around the lake, which is causing public health and environmental problems.																				
<i>Why is project important and how does it help BLM accomplish our mission:</i> The project will further BLM goals in meeting Recreation 2000 and Fish and Wildlife 2000 Initiatives. It will also help towards our goal of providing accessible facilities for all users, and supply opportunities for volunteer and partnership programs as well. This project will benefit local resorts that provide restaurant and fishing services, in addition to benefitting other local businesses in nearby Ashland. Besides fishing, swimming, boating, and biking opportunities, this project will improve opportunities for hiking the Pacific Crest National Scenic Trail for communities with populations in excess of 300,000. The project supports the "Jobs in the Woods" initiative.																				
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table> <tbody> <tr> <td>Shower Building</td> <td>\$ 97,000</td> </tr> <tr> <td>Campsites - 12</td> <td>\$ 20,100</td> </tr> <tr> <td>Electric, water</td> <td>\$ 7,000</td> </tr> <tr> <td>Roads, asphalt, including pads</td> <td>\$ 69,600</td> </tr> <tr> <td>Pavilion</td> <td>\$ 34,800</td> </tr> <tr> <td>Move and replace kitchen</td> <td>\$ 9,300</td> </tr> <tr> <td>Survey and Design</td> <td>\$ 51,200</td> </tr> <tr> <td>Construction Administration</td> <td>\$ 31,000</td> </tr> <tr> <td>Total Cost</td> <td>\$320,000</td> </tr> </tbody> </table>			Shower Building	\$ 97,000	Campsites - 12	\$ 20,100	Electric, water	\$ 7,000	Roads, asphalt, including pads	\$ 69,600	Pavilion	\$ 34,800	Move and replace kitchen	\$ 9,300	Survey and Design	\$ 51,200	Construction Administration	\$ 31,000	Total Cost	\$320,000
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Move and replace kitchen	\$ 9,300																			
Survey and Design	\$ 51,200																			
Construction Administration	\$ 31,000																			
Total Cost	\$320,000																			
Project phasing and costs were developed on what level of planning: Engineering project plan																				
Outyear Operations costs (by program): None		Requested funding: \$320,000																		
Outyear Maintenance costs: \$12,000		Total estimated cost of project: \$320,000																		
Is project part of Maintenance backlog: Yes																				



❖1995 BLM Construction Project Description❖

State: Oregon	Project Name: Hamaker Mountain Snow Park	Project Status: new/upgrade										
County: Klamath	District/Resource Area Office: Lakeview District Klamath Falls Resource Area	General Location: 20 miles SW of Klamath Falls, Oregon										
Land Use/Activity Plan Name and Citation: Klamath Falls RMP and Jackson/Klamath MFP												
<i>Project Description:</i> The Hamaker Mountain Area receives heavy use from winter recreationists due to the close proximity to Klamath Falls, good snow conditions, and the presence of a good paved road to the summit. Inadequate parking facilities has created an unsafe and hazardous condition due to the heavy use. This proposed project would create a central paved parking area. The Hamaker Mountain parking area will be large enough to provide safe parking for about 30 vehicles. In addition picnic tables, vault toilets with disabled access, warming shelters, and fire pits would be provided.												
<i>Why is project important and how does it help BLM accomplish our mission:</i> This project meets an existing demand for winter and summer recreation facilities. The area has been identified in the Klamath Falls Resource Management Plan (RMP) as a potential Special Recreation Management Area. Additional benefits will result from economic diversification created through the improvements to the community winter and summer recreation use on weekends. The potential exists for a concessionaire to provide skier and mountain bike shuttle services and contract snow removal services. Once completed, the recreation area will be added to Oregon's Snow-Park winter recreation network. The project supports the "Jobs in the Woods" initiative.												
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table> <tr> <td>Parking area</td> <td>\$48,000</td> </tr> <tr> <td>Picnic Tables and Fire pits</td> <td>\$ 2,000</td> </tr> <tr> <td>Vault Toilets</td> <td>\$20,000</td> </tr> <tr> <td>Warming shelters</td> <td>\$10,000</td> </tr> <tr> <td>Total Project Cost</td> <td>\$80,000</td> </tr> </table>			Parking area	\$48,000	Picnic Tables and Fire pits	\$ 2,000	Vault Toilets	\$20,000	Warming shelters	\$10,000	Total Project Cost	\$80,000
Parking area	\$48,000											
Picnic Tables and Fire pits	\$ 2,000											
Vault Toilets	\$20,000											
Warming shelters	\$10,000											
Total Project Cost	\$80,000											
Project phasing and costs were developed on what level of planning: Engineering project plan												
Outyear Operations costs (by program): \$3,000		Requested funding: \$80,000										
Outyear Maintenance costs: \$5,000		Total estimated cost of project: \$80,000										
Is project part of Maintenance backlog: No												



◆1995 BLM Construction Project Description◆

State: Oregon	Project Name: Salmon River SRMA, Wildwood Wetlands/Fisheries Interpretative Trail	Project Status: Construction, replacement, and upgrades								
County: Clackamas	District/Resource Area Office: Salem District, Clackamas Resource Area	General Location: Wildwood Recreation Site, Hwy 26 near Welches, Oregon								
Land Use/Activity Plan Name and Citation: Salmon River SRMA and Wild and Scenic River Plan										
<i>Project Description:</i> This proposal provides for the design and construction of a wetland interpretative trail at the existing, heavily used, Wildwood Recreation Site. The project work involves construction of approximately 3/4 mile of new trail with raised boardwalks, wildlife viewing blinds, interpretive signs/stations. The project also includes accessibility upgrades of approximately 1/2 mile of existing trail. The project would also include accessibility upgrades to existing rest room facilities and fisheries habitat enhancement efforts.										
<i>Why is project important and how does it help BLM accomplish our mission:</i> The project is an independent, stand alone component of the Cascade Streamwatch project (CSW), a cooperative BLM/Forest Service/Private comprehensive environmental education partnership focusing on anadromous fish, watershed, wetlands and riparian habitat. It is supported by many regional and local groups as well as state/local government. Construction of the wetlands trails and the subsequent development of a highly visible regional environmental education center would demonstrate BLM's firm commitment to enhancing and restoring anadromous fish habitat in the northwest as well as educating the public as to the importance of upland watersheds. This site lies along the Salmon Wild and Scenic River and is potential habitat for coho salmon. Wildwood is located in a rural area of Clackamas County which is in transition from timber dependent economy to a more diverse economy relying more on tourism and recreation. The wetlands trail would compliment local efforts and offer opportunity to contract with local firms and individuals skilled in construction and restoration work. The project supports the "Jobs in the Woods" initiative.										
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table> <tr> <td>Boardwalk trail segment, viewing blinds & interpretive signing</td> <td>\$155,000</td> </tr> <tr> <td>Accessibility upgrades of existing trail and rest room</td> <td>\$ 30,000</td> </tr> <tr> <td>Fisheries habitat enhancement work</td> <td>\$ 15,000</td> </tr> <tr> <td>Total Project Cost</td> <td>\$200,000</td> </tr> </table>			Boardwalk trail segment, viewing blinds & interpretive signing	\$155,000	Accessibility upgrades of existing trail and rest room	\$ 30,000	Fisheries habitat enhancement work	\$ 15,000	Total Project Cost	\$200,000
Boardwalk trail segment, viewing blinds & interpretive signing	\$155,000									
Accessibility upgrades of existing trail and rest room	\$ 30,000									
Fisheries habitat enhancement work	\$ 15,000									
Total Project Cost	\$200,000									
<i>Project phasing and costs were developed on what level of planning:</i> BLM staff and engineers have completed environmental documentation, interpretive plan/prospectus, survey and design, and construction plans with material lists.										
Outyear Operations costs (by program): \$3,500		Requested funding: \$200,000								
Outyear Maintenance costs: \$1,000 annually		Total estimated cost of project: \$200,000								
Is project part of Maintenance backlog: Yes										



Activity Summary**Activity: Workforce and Organizational Support****Table XL** Activity Summary (\$ 000s).

Subactivity ¹	1993 Actual	1994 Enacted To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Change From 1994 (+/-)
IRM & Automation Management	2,460	2,650	+2	0	2,652	+2
Total	2,460	2,650	+2	0	2,652	+2

¹ Please see the cross-walk table for a derivation of these budget levels.**♦Activity Narrative♦**

This activity provides for the acquisition, operation and maintenance of the automated data support systems required for the management of Bureau programs. With the expected implementation of the new proposed RMPs in 1995, the program focus will change from maintaining data for the plans to making the data operational for use in monitoring, adaptive management, developing timber sale plans, habitat management plans, and other activity plans.



Justification of Program and Performance

Subactivity: IRM and Automation Management

Table XLI Subactivity Summary (\$ 000s).

Subactivity	1994 Enacted To Date ¹	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1995 Budget Request	Changes From 1994 (+/-)
\$	2,650	+2	0	2,652	+2
FTE	14	0	0	14	0

¹ Please see the cross-walk table for a derivation of these budget levels.

❖1995 Subactivity Description❖

Resource Description

Many automated data bases are maintained in support of western Oregon resource management needs. These data bases relate directly to all aspects of ecosystem management including forest management and development, wildlife habitat management, soil, water and air, and recreation management program actions.

- use geographic information technology in support of BLM's forest management and other forest resource programs;

- produce accurate mapping necessary for resource management; and

- process data using established remote sensing techniques in support of BLM field operations.

1995 Program

Resource Management Objectives

The objectives of the IRM and Automation Management program for western Oregon, are companion to those for Public Land, to:

- provide for the continued development and operation of an automated data information system in an effective and efficient manner to support resource management programs in western Oregon.

- improve resource management decisions by acquiring and automating resource base data to support ongoing efforts and future modernization of the automated systems;

Resource Evaluation

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine probable sale quantity (PSQ) for timber sales. Tree improvement data are maintained for BLM seed orchards, including progeny plantations, as well as for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data will be used in decisions relating to reforestation of harvested commercial forest land. Inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.



Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sale values and changes in market conditions. The data also facilitate the monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting receipts and payments to the Federal Government, U.S. Treasury and the western Oregon counties.

Wildlife, riparian, sensitive species, soils and other resource inventory and associated data are maintained and analyzed for trends in numbers and habitat condition.

Other work includes continued software development, user support, and data base management for tracking files to ensure data accuracy and general program support.

Automated Data Processing (ADP) systems for western Oregon have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise will continue to be required, including technical expertise in the subject matter field — inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists in addition to the ADP technical expertise of programmers, computer specialists, and systems analysts.

Interdisciplinary Planning

The Western Oregon Digital Data Base (WODDB) applications, which uses Geographic Information System (GIS) technology, enables field managers in western Oregon to do a much more effective job of managing the complex issues and programs on the 2.4 million acres of land in western Oregon. The 84 base map and resource data themes in the system provide the analytical tools needed to make complex resource management decisions.

The WODDB system has provided considerable assistance to the many special studies and analyses relating to the northern spotted owl, Marbled Murrelet, old growth, and the President's Forest Plan. It is expected that the data base and system will continue to be used extensively, especially in implementation and monitoring of the President's Forest Plan and ecosystem management.

Efforts in 1995 will continue to emphasize the revision and completion of the digital cartographic base themes which form the resource base data layer for other resource themes and data display through the use of GIS technology. Data acquisition, standardization, and management of this resource base data layer will be provided in support of land management activities in western Oregon.

Additional major tasks in 1995 include:

- The WODDB data base was essentially completed in 1994; however, many of the support functions will still be required in 1995. Specific activities planned for 1995 include user support, data base management and administration, computer operations, and software development/systems analysis.
- Updating WODDB data for use in operational forest management and other ongoing resource management activities and applications. Planned activities for 1995 include continuing the edit/update of WODDB, user support and training, conversion of existing automated programs to provide a user friendly integrated system, and data base management and administration.
- Developing strategies for future office automation, local area networks, and equipment and software upgrades. This will also include the capability required to support BLM application programs and statewide data communications network; provide continued support to the GIS effort, computer facility site preparation and management, hardware and software user support, technical information resource management



support to the field offices, and application development training and assistance.

- Additional maintenance of system and the statewide data communications equipment. Additional maintenance is needed due to the increasing size of the data base and the amount of computer hardware/software that is necessary in order to meet the demands of the users.

- Additional support for implementing operational Automated Resource Data (ARD). Extensive training of program managers and/or additional personnel will be required to develop the skills necessary to direct the management of resource data in an automated environment.

- The transition of the WODDB data base from the current platform to the Bureau's modernization target system will involve the developing, testing and use of data conversion and tracking tools, data documentation, quality assurance and control, and the development, testing, and use of data management tools on the new management platform. A substantial retraining of the IRM workforce will be needed for this to be successful.



Administrative Provisions

❖Appropriation Language Sheet❖

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to [\$100,000] *\$250,000* for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: *Provided*, That notwithstanding 44 U.S.C. 501, the Bureau may, under cooperative cost-sharing and partnership arrangements authorized by law, procure printing services from cooperators in connection with jointly-produced publications for which the cooperators share the cost of printing either in cash or in services, and the Bureau determines the cooperator is capable of meeting accepted quality standards.

(Department of the Interior and Related Agencies Appropriations Act, 1994.)

Administrative Provisions

❖Justification of Proposed Language Changes❖

1. Deletion: [\$100,000] and Addition: \$250,000.

The payment for information or evidence of violations of laws administered by BLM is increased to better reflect comparability with other federal agency payments.

**◆Bureau of Land Management
Employee Count by Grade◆**

	1993 Actual	1994 Estimate	1995 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES - 5	6	5	64
ES - 4	11	12	10
ES - 3	2	3	1
ES - 2	2	1	64
ES - 1	1	3	5
Subtotal	25	25	205
GS / GM - 15	72	70	260
GS / GM - 14	236	229	205
GS / GM - 13	287	759	744
GS - 12	1,610	1,576	1,570
GS - 11	2,424	2,388	2,364
GS - 10	121	107	118
GS - 9	1,610	1,504	1,489
GS - 8	290	263	285
GS - 7	961	946	938
GS - 6	1,155	1,128	205
GS - 5	1,190	1,062	1,127
GS - 4	705	587	687
GS - 3	207	98	202
GS - 2	65	70	64
GS - 1	65	14	34
Subtotal	11,380	10,754	10,609
Ungraded	554	220	260
Total employment (actual/projected) at end of fiscal year	11,960	11,000	10,895

◆Schedule Of Advisory And Assistance Services◆

Table II Schedule of Advisory and Assistance Services, Bureau of Land Management (\$ 000s).

Account Title and Symbol Management of Lands and Resources Account No. 14-1109-0-1-302		1993 Actual	1994 Esti- mate	1995 Estimate
I. Contractual Services				
Individual Experts & Consultants	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Studies, Analysis & Evaluations	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Management & Professional Support Services	B.A.	1260	1260	1260
	Oblig.	1160	1160	1160
	Outlays	1158	1158	1158
Engineering & Technical Services	B.A.	810	760	730
	Oblig.	810	760	730
	Outlays	706	704	676
Subtotal	B.A.	2070	2020	2020
	Oblig.	1970	1920	1920
	Outlays	1863	1862	1862
II. Personnel Appointments	B.A.	95	95	95
	Oblig.	95	95	95
	Outlays	83	83	83
III. Advisory Committees	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Total	B.A.	2165	2115	2115
	Oblig.	2065	2015	2015
	Outlays	1946	1945	1945

Research and Development Activities

In 1994, the BLM transferred ongoing research projects and contracts, and 36 FTE to the National Biological Survey (NBS) as well as reducing appropriations by \$9,213,000. The FTE transferred to NBS include former BLM research personnel at the Corvallis Cooperative Unit in Oregon, Raptor Research Cooperative Unit in Idaho, Desert Tortoise Research Group in California and the Environmental Sciences Cooperative Unit in Colorado. The expectation is that the data, information and results provided by NBS will provide BLM managers with a more effective scientific foundation from which sound and responsible resource decisions can be made.

In 1995, BLM's research and development (R&D) program funding will be \$630,000 and consist mainly of cooperative research projects involving applied R&D needs conducted through NBS and other Federal research agencies and universities. The majority of BLM research will not be of Departmental, regional or national significance and will therefore not come under the purview of NBS. The forecast is a program responsive to multiple land use issues which will be funded at a reduced but fairly constant rate. Projects are local in scale and selected on the basis of priority management issues. Research is designed to provide essential data to the land manager to support ongoing and future management decisions.

Priority Research Needs

Water related research is directed toward understanding how surface activities, such as mining, affect surface and groundwater resources. Such information is needed to enable the BLM to make sound management decisions and improve management practices to promote more effective mineral extraction while minimizing the impacts to other resources.

Research in Rangeland resources continues to be directed toward supporting those research efforts

that provide a better understanding of the impacts of grazing and other range uses on vegetation resources. Focusing on species, community, and genetic diversity, particularly in arid and semi-arid areas, BLM research addresses biological diversity and its relationship to the productivity/sustainability to rangeland ecosystems. Projects include those involving impacts of livestock on vegetation, soil erosion, water quality, and wildlife; techniques for controlling undesirable plants or noxious weeds; methods of reducing short term wildfire impacts; and efficient and effective ways of monitoring vegetation to determine impacts of management decisions and actions.

Research in Wildlife and Fisheries is focused on gaining a better understanding of wildlife requirements and techniques to improve the management of wildlife habitat on the public lands. Important efforts are being directed towards developing improved techniques for the management of riparian and wetland areas, improvement of upland game bird habitats, and development of methods for shrub restoration on big game winter ranges.

Table III Research and Development, Bureau of Land Management (\$ millions).

Conduct of R&D By Activity	Line Code		1992	1993	1994 ¹	1995 ²	1996 ²	1997 ²	1998 ²
Basic Research	104	B.A.	---	---	---	---	---	---	---
		Oblig.	---	---	---	---	---	---	---
		Outlays	---	---	---	---	---	---	---
Applied Research	102	B.A.	8.5	6.9		.4	1.0	2.0	2.5
		Oblig.	8.5	6.9		.4	1.0	2.0	2.5
		Outlays	7.4	6.8		.4	1.0	2.0	2.5
Total Research	103	B.A.	8.5	6.9		---	---	---	---
		Oblig.	8.5	6.9		---	---	---	---
		Outlays	7.4	6.8		---	---	---	---
Development	104	B.A.	1.2	1.1		---	---	---	---
		Oblig.	1.2	1.1		---	---	---	---
		Outlays	1.0	1.1		---	---	---	---
Total Conduct of R&D	199	B.A.	9.7	8.0		.4	1.0	2.0	2.5
		Oblig.	9.7	8.0		.4	1.0	2.0	2.5
		Outlays	8.4	7.9		.4	1.0	2.0	2.5
Conduct of R&D Performed by Colleges and Universities	201	B.A.	3.9	3.9		.23	.5	1.0	1.5
		Oblig.	3.9	3.9		.23	.5	1.0	1.5
		Outlays	3.4	3.9		.23	.5	1.0	1.5
Research & Development Facilities	301	B.A.	---	---	---	---	---	---	---
		Oblig.	---	---	---	---	---	---	---
		Outlays	---	---	---	---	---	---	---

¹ \$9,213,000 in ongoing BLM research and obligated contracts was transferred to NBS.

² Funding for new BLM research is projected to increase to a total of \$4,000,000 by 1998, with a significant portion being conducted through contracts by NBS and colleges and universities.

METRIC CONVERSION

BLM continues to participate in the Interior Metric Group which has developed the Departmental Metric Transition Plan.

Progress and Actions Taken in 1993

BLM actively participated in the Interior Department Subgroup of the Interagency Construction Subcommittee to develop a long-term metric implementation plan for construction activities.

Most natural resource scientists have converted to the metric system on research projects and scientific papers. Biological surveys are recorded metrically. Total conversion to an all-metric system on BLM research projects is being encouraged through the peer review system.

BLM's Wilderness Status Maps were prepared with the legend and scale information presented in metric measurements.

BLM completed an inventory of current metric use in the Bureau and opportunities for extending use in the future. Field offices will continue to meet with other Federal agencies to share information, experience and materials relating to metric conversion.

Proposed Metric Activities During 1994

Beginning January 1, 1994, the metric system will be utilized to define weights and measures for construction specifications and drawings for both buildings and projects. The initial effort will be to prepare documents utilizing the "soft metric" conversion since many potential bidders (especially small business concerns) for BLM work are not fully acquainted with the metric system.

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Crosscutting Management Initiatives Correcting Material Weaknesses

Correcting Material Weaknesses, 1993 and 1994 (\$ 000s). *

Weakness Area	1994 Enacted to Date	1995 Budget Request	Change from 1994 (+/-)
Fluid Minerals (Oil & Gas) Inspection & Enforcement	11,400	13,400	+2,000
Rangeland Monitoring	0	1,000	+1,000

* The above table only includes additional dollars directed toward correcting identified material weaknesses. It does not include ongoing program work.

Four additional material weakness areas, Artworks and Artifacts, land withdrawal processing, the management of mineral materials and deficiencies in certain oil and gas programs (formerly oil and gas drainage and Indian lease diligence), are not shown since they are continuing at 1994 levels of funding.

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ER'S CARD		8804118	
7 1995		Locations : nd Management	
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Budget justifications :
Bureau of Land Management

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